Westfield-Washington Township Comprehensive Plan

Adopted by the Westfield Town Council on February 12, 2007
Town of Westfield Resolution 07-06

Prepared by:

McBride DALE CLARION

and Teree Bergman, FAICP

Acknowledgements & Contributors

This plan for Westfield-Washington Township would not have been possible without the efforts and contributions from many organizations and individuals including:

Steering Committee

Joseph Plankis
Jack Bonham
John Boyer
Jim Kent
Jennifer Smith
Robert Horkay
Robert Smith
Gloria Del Greco
Karen Newberry
Jim Carey
Larry Snapp

Town Council

Ron Thomas
Robert Smith
David Mikesall
Teresa Otis-Skelton
Jack Hart

Town Council Elect

Robert Horkay
Andy Cook
John Dipple
Ron Thomas
Robert Smith
Teresa Otis Skelton

Town Manager

Jerry Rosenberger

Town Attorney

Brian Zaiger

Planning Commission

William Sanders
Ginny Kelleher
Gloria Del Greco
Cindy Spoljaric
Brian Morales
Carolyn Stevenson
George Clark
Jack Hart
Teresa Otis-Skelton

Board of Zoning Appeals

Cindy Spoljaric
Craig Wood
Patrick Miller
David Mueller
Brian Morales

Consultants

Greg Dale, FAICP
Teree Bergman, FAICP

Subcommittee Members

Allison Everett
Alyn Bernell
Amy and Jim Pictor
Andy Wheeler
Ann Enderle
Ann Rynerson
Argus and Cathie Robinson
Art Huser
Austin Fleck
Beau Wilfong
Beverly Clark
Bill and Louise Castner
Bill Dale
Bill Dennis
Bill McColgin
Bob and Cheryl Currie
Bob Harmeyer
Bob McColgin
Bonnie Reiss
Brian Johnson
Brian Kirshner
Bruce Reed
Bruce VanNatta
Bryan Stumpf
Charles Davis
Charley Bellinger
Chris Carvin
Chuck and Kim Plumer
Cindy Rodman
Cindy Tripp
Conrad McGinnis
Dan and Liz Mattingly
Dan Landweher
Dan Montgomery
Dave and Becky Weiss
Dave Todd
David and Teresa McFall
David Copenhauer
David Morton
David Sochar
David Vaughn
Dawn Knight
Dee Davis
Dennis Del Greco
Don Day
Don Privett
Donna Curry
Dora Wainwright
Duane Lutz
Eric and Jill Sampson
Fred Leichy
Geiorge Sanburn
Gene Peters
Glenn Kooy
Hal Montgomery
Hank Arszman
James Scolley
Jamey Richter
Jamie and Tammy Kartes
Jay Lang
Jay Milewski
Jay Milligan
Jerry Gardner
Jerry Layton
Jerry McColgin
Jill Mead
Jim Ackerson
Jim Ake
Jim Caito
Jim Fleck
Jim Gapinski
Jim Langston
Jim Mahoney
Jim Peyton
Joe Davis
Joe Edward
Joe Roberts
John Davis
John Dippel
John Dubois
John Emment
John Etter
John Kerr
John Levinson
John Stader
John Talbot
Josh Kennedy
Josie Goerge
Judi Shuck
Julie Wolf
Karen and Ward Jameson
Karen Keinsley
Karen Lancaster
Karl Meyer
Keith Lash
Keltie Domina
Ken and Mili Hatch
Ken Kingshill
Ken Whisman
Kevin Todd
Larry and Peggy Collett
Larry Dennis
LeeAnn Chambers
Len Dobbins
Linda and fred Leickly
Linda Naas
Lisa Gibson
Lori and Robert Simmons
Lou Ann and Mike King
Lynne Coverdale
Margie Altekruse
Mari Briggs
Mark Keen
Mark Werner
Melody Sweat
Mic Mead
Michael Mergell
Michael Wagner
Michelle Bryant
Mick Scheetz
Mike and Tammy Zeller
Mike Steltz
Nels Ackerson
Nick Churchill
Patty Gardner
Paul Backer
Paul Catlin
Paul Estridge
Paul Littrell
Penny Little
Phyllis Stackhouse
Ray Salati
Rebecca Fleck
Rene and Gene Duran
Richard Carriger
Richard Clark
Rick Combs
Rita Alexander
Robert and Susan Moran
Robert Beauchamp
Robert Heston
Robert Waller
Ron Morris
Ruth Smith
Sandy Evans
Sandy Mroch
Saul Lemke
Scott Traggesser
Sharon Williams
Shelly Brown
Stacie and Aaron Goode
Stanley Barks
Steve Hoover
Steve Kielitch
Steve Miller
Steve Reitmeyer
Suzy Chapman
Ted Englebrecht
Tim and Marian Pyron
Tom Dean
Tom Kapostasy
Tom Murphy
Tom Roberts
Mary Traphagan
Vickey Horney

Participants

Aileen Kruse
Amy Jones
Bill Koss
Bob and Pat MkKnight
Bob Lambert
Bob Nixon
Bob Whitmoyer
Bruce Sklare
Clay Scheetz
Dan Degnan
Dawn Knight
Greg Peckman
Ila Grinstead
James McNurlan
Jessee Pohlman
John Hefton
John Knight
Jon Dobosiewicz
Jose Kreutz
Julie Sole
Justin Moffett
Karl Manders
Katie Robbins
Laura Tassell
Len and Lois Gonchar
Margaret Lukes
Martin Raines
Mary Banas
Mary Bolk
Mary Beth Mueller
Matt Skelton
Nick Churchill
Pat and Taeran Park
Patrick Tamm
Phil Dunlap
Robert Rebling
Robert Scott
Sarah Raines
Sheldon Phelps
Stan and Beverly Rader
Steve Hardin
Steve Henke
Steve Reitmeyer
Tom Goins
Tom Mullins
W. Shawn Conway

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Chapter 1: Introduction

A Framework for the Future

Westfield and Washington Township are committed to planning for future growth. They recognize that growth is occurring and is likely to continue in the future. Impacts of that growth are felt in many ways. Traffic increases, but so do opportunities for new families and businesses. Infrastructure is strained as new growth requires additional road, sewer, and water, but new tax revenues are enhanced. In general, new growth is seen by many as a healthy sign of progress, and is feared by others as a threat to quality of life. In any case, Westfield – Washington Township is committed to managing that growth to maximize its positive impacts and minimize its negative impacts. This plan update is an important step in this continuing effort.

The comprehensive plan is a guide to help the community achieve its vision for the future. It consists of four chapters and supporting documentation.

- Chapter 1: Introduction
- Chapter 2: Land Use Plan
- Chapter 3: Downtown
- Chapter 4: Implementation
- Appendix 1: Glossary of Terms

The maps are graphic representations that are important to the plan, particularly the Land Use Map in Chapter 2. It is important to note that this map is intentionally general in nature: it is not a zoning map and is not intended to be used as such. Rather it is designed to show overall patterns of future land use. The policies in this plan are to serve as the basis for parcel-specific land use decisions.

Figure 2: Rural Washington Township

Figure 1: Downtown Westfield

CONTEXT

This plan is an update to the Westfield 2020 Comprehensive Plan, adopted in December 1999. It involved extensive participation by the residents of Westfield – Washington Township, and it will serve as a guide for development for the next 20 years. The purpose of the plan is to shape the future of the community and establish policies for future development.

The Indiana planning enabling act states that the purpose of the comprehensive plan is "the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development." The statute mandates three elements:

- A statement of objectives for the future development of the jurisdiction;
- A statement of policy for land use development of the jurisdiction; and
- A statement of policy for the development of public ways, places, lands, structures, and utilities.

After the plan is adopted, Indiana State law mandates that in land use decision making, "each governmental entity within the territorial jurisdiction where the plan is in effect shall give consideration to the general policy and pattern of development set out in the comprehensive plan". Planning practice calls for a comprehensive plan to be updated every five years. In addition to serving as a guide for future land use decisions, this plan will serve as the basis for future development regulations such as the zoning ordinance and the subdivision control ordinance.

The Town of Westfield and the unincorporated areas of Washington Township recorded a joinder on May 11, 1977 in accordance with IC 18-7-6 (now IC 36-7-4-1200). This joinder established an advisory planning commission and made the town's planning and zoning jurisdiction the entire township. The planning area is 56 square miles and is bounded to the west by the Hamilton-Boone county line, to the north by 216th street, to the south by 146th Street, and to the east by Gray and Moontown Roads.

Over the past 10 years, Westfield – Washington Township has seen significant growth pressures. The township population has doubled in the past five years. Currently, the town is in the process of making improvements to existing infrastructure to increase the sewer capacity in the township. This utility expansion will add to the growth pressures that the township is currently facing. Hamilton County and the town have thoroughfare plans that call for many regional road extensions and expansions that

will increase traffic in the township. There are areas of the township that are facing current and increasing growth pressures that the previous comprehensive plan did not address in text or maps. These areas are generally located in the northwestern and southwestern parts of the township. This plan update contains development policies for these areas.

This plan also takes a different approach to land use planning, in that it provides a general land use vision supplemented with critical land use policies. The previous plan contained a parcel-specific map that often created confusion for the public and for decision-makers, as the distinction between *comprehensive planning* and *zoning* was blurred. This plan is policy and concept oriented and is intended as a framework for decision-making.

PROCESS

From the outset, this process was designed to be open and citizen-driven. All meetings have been announced in the newspaper and on the town's web site and have been open to the public. In the fall of 2004 the Plan Commission appointed a 13-member steering committee to guide the process. The steering committee, along with the consultant team and the town staff, was charged with creating a plan and recommending it to the Plan Commission for adoption. In 2005, the steering committee began reviewing background information: demographic information, existing town and township plans, and external impacts (such as activities in Boone County, Sheridan, Hamilton County, Noblesville, and Carmel).

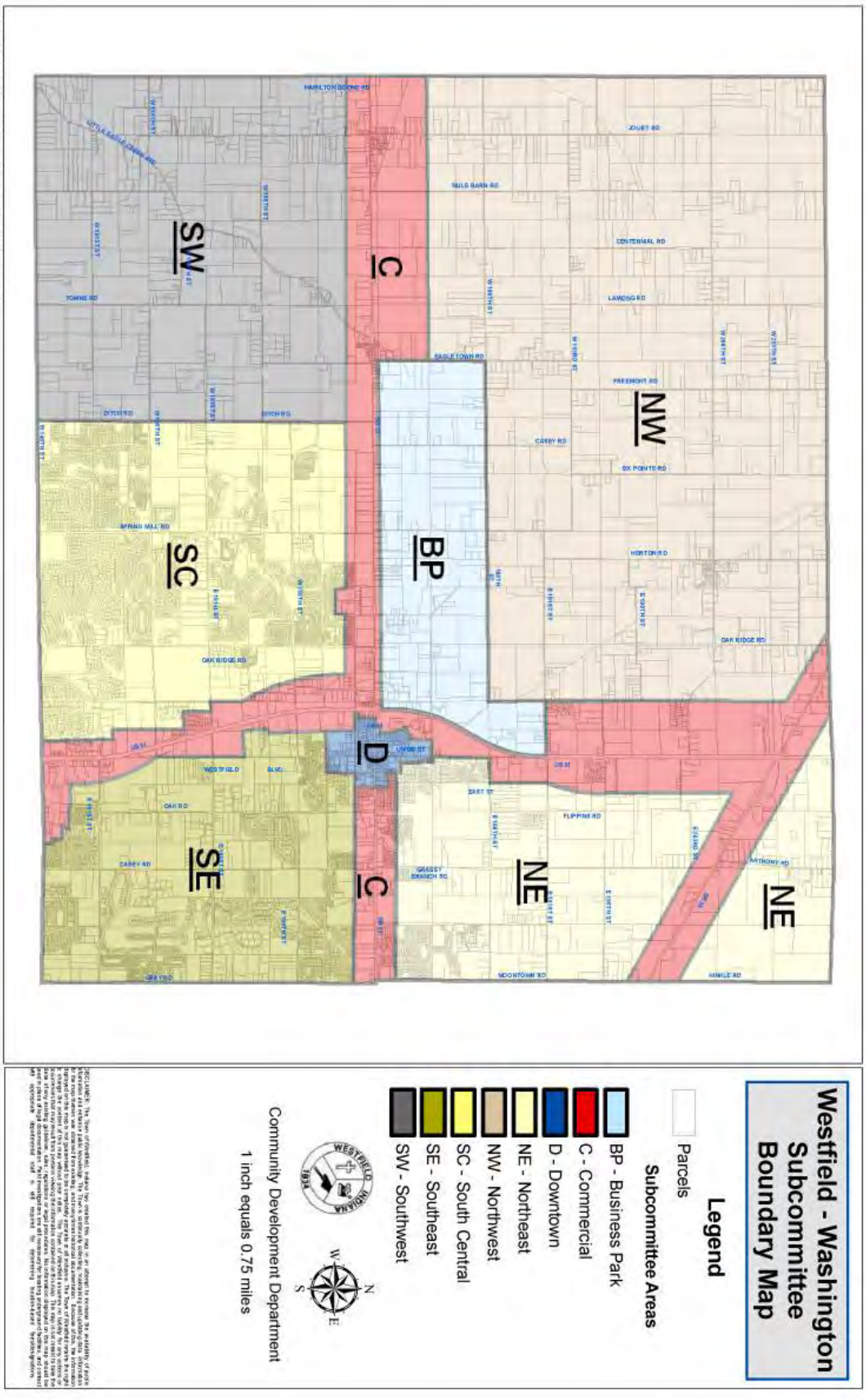
In order to increase citizen involvement and better reflect the desires of the community, the steering committee initiated a subcommittee process in the summer of 2005. The township was divided into eight geographic subcommittee areas. Each subcommittee was co-chaired by two steering committee members, and a member of the town staff served as a resource to each subcommittee. More than 125 people participated in the subcommittee process. The consulting team assigned five land use planning exercises to each subcommittee. The steering committee reviewed the input from the subcommittees and worked to resolve any policy conflicts. A map of the eight geographic subcommittees is provided on the following page.

The steering committee brought three nationally known speakers to Westfield to further the policy discussion. Randall Arendt, an urban planning consultant, discussed conservation subdivisions. Ed McMahon, from the Urban Land Institute talked about different trends in commercial development, and Jeffrey Dorfman, a professor from the University of Georgia, discussed the economic impacts of development. In June 2006,

the steering committee held two public meetings to hear the community's concerns and issues.

The consultant team used the information from the steering committee and the subcommittees to create a draft comprehensive plan and future land use map. The steering committee then worked to resolve any policy differences, and refined the consultant's draft into the current document. The steering committee invited public comment on the draft plan before formulating its final recommendation to the Plan Commission.

Figure 3: Westfield/Washington Township subcommittee meetings.


Westfield - Washington
Subcommittee
Boundary Map
Legend
Parcels
Subcommittee Areas
BP - Business Park
C - Commercial
D - Downtown
NE - Northeast
NW - Northwest
SC - South Central
SE - Southeast
SW - Southwest
Community Development Department
1 inch equals 0.75 miles
SW
C
NW
BP
SC
D
C
SE
NE
NE

THEMES AND TRENDS

The comprehensive plan update encompasses several themes from the previous plan, including the following:

- Encourage development to occur contiguously and not "hopscotch" across the township.
- Preserve the community's rural and small town atmosphere, even as it accommodates new growth.
- Encourage connectivity, especially on east/west thoroughfares.
- Continue to work on revitalizing downtown.
- Provide different tools and polices to manage growth.

Several additional major themes emerged from this planning process:

- Considering the fiscal implications of development when approving new projects.
- Promoting a diversity and balance of land uses.
- Creating adequate buffers and transitions between different types and intensities of land uses.
- Encouraging connectivity between neighborhoods.
- Promoting contiguity of new development to already developed areas.
- Requiring access control along the major corridors.
- Developing design standards for new residential development to encourage quality development.
- Providing adequate open space and recreation areas for all people of the township.

Figure 4: Diverse land uses in Westfield and Washington Township.

Chapter 2: Land Use Plan

LAND USE PLAN INTRODUCTION

The Town of Westfield and Washington Township are located in fast-growing Hamilton County and are experiencing growth pressures as desirable locations in the Greater Indianapolis Metropolitan Area. Citizens of the community value many aspects of life in Westfield that can be retained through careful planning. This section of the Westfield – Washington Township Comprehensive Plan is intended to establish policies that guide future land use decisions. The policies contained in this plan also will form the basis for future land use regulations.

The purpose of this element of the Comprehensive Plan is to serve as a guide for Westfield's future development. The plan is not a regulation and should not be viewed in that context. At the same time, this plan is adopted by the Plan Commission and the Town Council, and it is the official policy of the Town of Westfield and Washington Township. Decision makers should give full weight to this plan as the agreed-upon vision for the future of the community. These policies should be clear so that they can serve as the basis for the implementing regulations that will follow adoption of the plan. The policies also should assist the Advisory Plan Commission, the Town Council, and the Board of Zoning Appeals in their decision making.

This section has two parts: overarching community development policies, and land-use specific policies. Each set of policies is accompanied by a list of implementation tools. These tools are further explained and expanded in Chapter 4 of this plan.

OVERALL COMMUNITY GOALS AND POLICIES

While Westfield – Washington Township is located in Hamilton County, the fastest growing county in the Indianapolis area, the community has a rural and small-town feel that is absent in some of the other areas that surround Indianapolis. Local residents want to preserve that character. In particular, there is a desire that Westfield retain its unique sense of identity and not become indistinguishable from any of the other communities in the metropolitan area.

While it is difficult to precisely define what makes the Westfield area unique, there are positive elements of that character that can be identified for the purpose of planning. Westfield – Washington Township has significant natural areas and open space. The area has four named villages: Eagletown, Jolietville, Hortonville and Lamong, each with a unique history. Westfield has a central downtown with locally owned businesses. The

town has a rich history that includes a role as a stop on the Underground Railroad. Citizens of Westfield value a low crime rate, easy access to public services, manageable traffic, excellent schools, and high-quality public services. It is the intent of this plan to preserve those valued characteristics and enhance them where possible.

As a starting point, certain overarching principles of growth and development are identified relating to how land uses should develop. These fundamental principles serve as a foundation for more land use specific policies that follow in this chapter. It is the desire of the community to see a diverse balance of land uses that proceed in an efficient and well connected pattern with good land use transitions. The land use patterns should be fiscally sustainable, high quality, and should be accompanied by substantial and permanent open space of one form or another. The following are the policies that embody these principles.

Land Use Diversity & Balance

Westfield desires to be a diverse rather than homogeneous community, providing a range of housing, recreational, and economic opportunities for its residents. No single socio-economic segment or housing price point should dominate the community nor be neglected.

Development Policies – Land Use Diversity and Balance

- Encourage compatible and high quality "life span" housing, including a balanced mix of homes for renters and first-time buyers, housing for first-time owners ready to move up, executive housing, and senior housing. Regardless of type of housing or its target market, all housing should be of high quality design with lasting value. A balanced range of compatible single-family detached and attached housing in a variety of price ranges is envisioned.
- Encourage diversity in lot sizes and lot layout.
- Encourage a mix of housing types and prices that meets the needs of the full range of population in Westfield – Washington Township.

Implementation Tools – Land Use Diversity and Balance

- Zoning regulations
  - Establish appropriate locations for varying housing types.
  - Development standards that establish appropriate setbacks, densities, lot sizes.
- Design standards to ensure quality development.
- Demographic studies that evaluate the market and the availability of housing stock in the various categories.

Figure 5: Allowing a variety of housing types and sizes will help promote a "lifespan" of housing opportunities.

Buffers and Transitions

Appropriate transitions between land uses are essential to the full enjoyment of property. The types of transitions that are needed will differ in different circumstances. In some cases, undisturbed open space will be used. In other areas, buffering using landscaping, fencing, or a combination of those may be in order. It is important that existing uses, especially residences, be properly buffered from new development that has a different character.

Development Policies – Buffers and Transitions

- Provide appropriate buffers between the commercial development and any adjacent non-commercial uses, particularly residential uses.
- Use landscaped building setback areas to provide buffering from roadways.
- Where appropriate, encourage transitional land uses as buffers to help mitigate negative land use impacts. For example, attached housing could be used as a transition between commercial or industrial uses and single family uses. In addition to serving as a land use buffer, such housing can contribute to the goal of providing a balanced range of land uses. Attached housing should be used as a transitional land use only in coordination with actual commercial or industrial development. The mere presence of land recommended or zoned for future business uses should not be used as justification for attached housing as a transitional land use. Absent any existing or pending business use, any attached housing must stand on its own merits and not be justified as a transitional land use.

Figure 6: Certain uses, such as attached housing, can serve as a land use buffer between nonresidential uses and lower intensity detached housing.

- Provide appropriate transition between adjacent dissimilar residential areas.
- Ensure proper buffering between existing residences and new development of a dissimilar character.
- Develop a range of buffering requirements, to allow for different buffers in different situations.

- Combine "hardscape" buffers, such as fences and walls, with landscaping and distance for a more pleasing aesthetic effect.
- Utilize natural open space for buffering in industrial areas.
- Encourage the uses of natural buffers involving "reforestation" of natural vegetation, particularly when buffering between suburban and rural uses, and between existing uses and new development.
- Discourage the use of berms for buffering.

Implementation Tools – Buffers and Transitions

- Zoning regulations
  - Require buffering appropriate to differing situations.
  - Provide for transitional land uses.
- Landscape design manual, detailing appropriate plantings, fencing and similar features for different land use categories, with emphasis on the transitions between incompatible land uses.

Connectivity

Improved and increased vehicular and pedestrian connections between existing neighborhoods and new subdivisions within Westfield – Washington Township will reduce automobile miles, increase opportunities for social interaction and enhance the safety and vitality of the community. New development can provide opportunities for the creation of new multimodal links through sites to improve the accessibility and connectivity within neighborhoods.

Development Policies – Connectivity

- Provide pedestrian systems within open space and along roadways to connect to surrounding pedestrian and bicycle networks, particularly the Midland Trace and Monon Trails.
- Avoid fragmentation of open space into isolated, unconnected areas, except to provide passive recreation, neighborhood parks and commons.

- Link spaces within neighborhoods and between neighborhoods and the larger community through a multi-modal system of fully connected routes to all destinations.
- Include pedestrian facilities in all new developments. In particular, develop improved connections between key destinations such as between residential and commercial areas, and between residences, parks and schools.

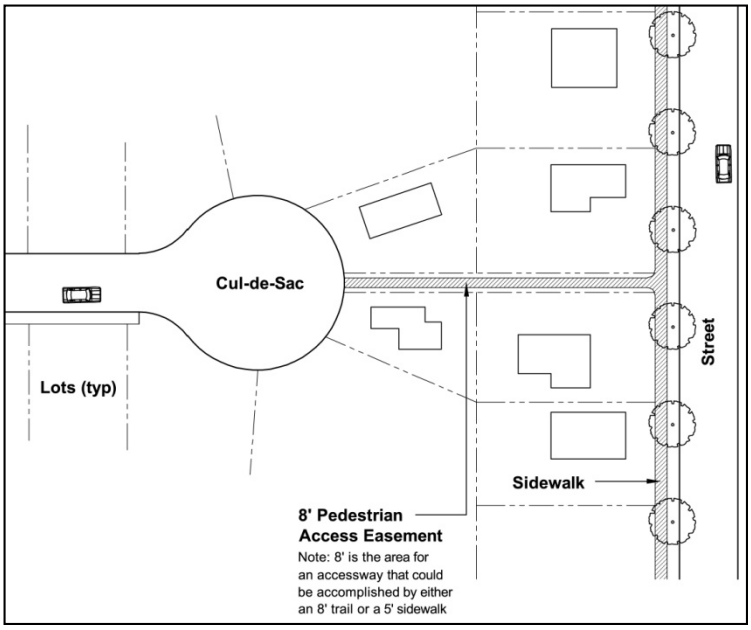


Figure 7: Pedestrian links between neighborhood developments and streets, commercial centers, or other public spaces increases overall community connectivity.

- Participate in regional transportation efforts that promote better regional connectivity, such as the IndyGo Bus service.

Implementation Tools – Connectivity

- Prepare and adopt a pedestrian and bicycle plan that includes a connectivity map for the township, to serve as a basis for zoning and subdivision regulations.
- Zoning regulations
  - Require pedestrian facilities in conjunction with all new development.
- Subdivision regulations
  - Require pedestrian facilities and bicycle networks in all new subdivisions.

Contiguity of Development

Development that is scattered and sprawled throughout the township rather than adjacent to existing developed areas is inefficient for provision of services and detracts from the overall sense of community. As new development occurs, it is generally more desirable for it to occur as part of a gradual radiating out from existing developed

areas which are typically better served by infrastructure, as contrasted with a less desirable "hopscotch" pattern. Developments far from the town center can diminish community character and identity by creating a sprawled development pattern, take away much-needed resources from the community core, and often bring traffic and service problems.

Development Policies – Contiguity of Development

- Encourage new development to be located contiguous to existing development. In rare circumstances, non-contiguous development may be permitted when it is vital to the economically and spatially efficient expansion and improvement of key infrastructure.
- Recognize that the promotion of efficient expansion of development relative to infrastructure and the avoidance of inefficient sprawl is a general policy; there may be occasions when non-contiguous development is still appropriate, especially when provisions are made for adequate public facilities and infrastructure not just for the development itself, but for land between the development and the existing developed and serviced area.

Implementation Tools – Contiguity of Development

- Establish a development review process for zoning map amendments, subdivisions, and site development that ensures that contiguity policies are considered. This process should focus on the following:
    - The overall pattern of development;
    - Promoting contiguity;
    - Discouraging inefficient sprawl;
    - Orderly expansion of infrastructure.
- Review this plan annually, to evaluate its relevance and effectiveness, and revise the plan regularly, at least once every five years.

Access Control

As the community grows, new driveways and traffic generators can create congestion and lengthen the time spent in the car. These effects can be reduced if traffic is managed correctly.

Development Policies – Access Control

- Require development of frontage roads in conjunction with new nonresidential development.
- Limit access points pursuant to an access management plan, particularly on arterial and collector streets, to new development to reduce the number of areas of traffic conflict and to ensure adequate sight distances.
- Utilize traffic calming techniques to control speeds in areas where lower speeds are desirable, such as in residential neighborhoods and in the pedestrian-oriented downtown.

Figure 8: A traffic-calming device.

Implementation Tools – Access Control

- Prepare and adopt an access management plan to serve as the basis for zoning, subdivision, and site plan review requirements relating to the smooth flow of traffic.
- Prepare and adopt design standards for driveways and intersections
- Zoning regulations
    - Require minimum driveway separation distances to minimize points of conflict.
    - Require minimum sight distances for driveways to ensure proper visibility for drivers.
- Subdivision regulations
    - Require minimum intersection spacing, appropriate to the street classification.

- Require design and installation of frontage roads to minimize traffic conflicts on major thoroughfares.

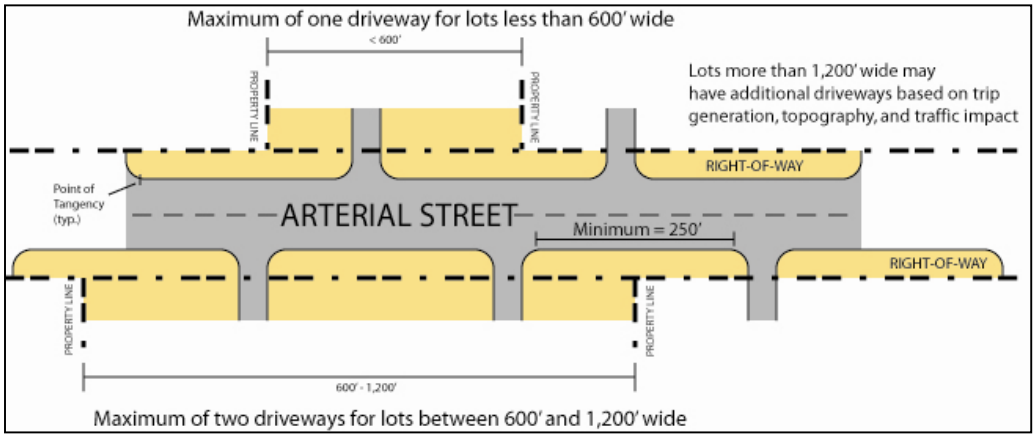


Figure 9: Regulating minimum driveway separation and sight distances will improve overall access control.

Residential Design Standards

In order for Westfield to achieve a unique and identifiable character, it must develop workable architectural and neighborhood design standards for new subdivisions. The purpose of the standards is not to increase housing prices but rather to enhance the sense of place in Westfield.

Development Policies – Residential Design Standards

- Encourage neighborhoods that do not have the appearance of "production" housing.
- Encourage variety and diversity in housing while maintaining a distinct style or character and avoiding the appearance of "cookie cutter" subdivisions.
- Where subdivisions are juxtaposed, avoid abrupt changes in housing scale, mass, and materials.

Figure 10: Encouraging diverse housing styles and materials improves the overall appearance of residential developments.

- Consider the effect of new subdivisions on the character of existing neighborhoods and mitigate adverse effects through proper design and buffering.
- Evaluate new residential development on the basis of overall density and the relationship of that density to effective and usable open space preservation, rather than on lot sizes.

Implementation Tools – Residential Design Standards

- Zoning regulations
  - Establish appropriate maximum and minimum densities for different types of neighborhoods.
  - Establish standards for infill housing, including mass, scale, height, and architectural style.

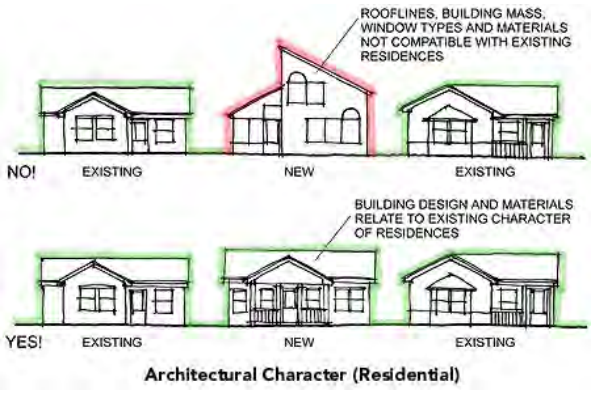


Figure 11: Standards for infill housing encourage compatibility in residential design.

- Subdivision regulations
  - Require subdivision proposals to include transition plans, to show how the new development will complement existing adjacent development.
- Prepare and adopt a residential design manual.

Open Space and Recreation

Open fields, farms, parks, water bodies, and other open space and recreation areas, whether public or private, are important to the community character of Westfield – Washington Township. Little Eagle Creek is an especially valuable natural feature that should be protected as development takes place in the community.

Development Policies – Open Space and Recreation

- Design open space to form an interconnected network, with provisions for linkages to existing or potential open space on adjoining properties.
- Maintain stream corridors, woodlands, hedge rows, and other valuable natural and historic resources as part of the dedicated open space.
- Locate open space so as to maintain the visual character of scenic roads.
- Require open space in all new developments. Open spaces should consist of usable areas or valuable natural areas. Open space should not consist only of land that is left over in the site plan review process.
- Preserve natural features such as stands of trees, water bodies, and wetlands when land is developed.

Figure 12: Natural features such as streams and stands of trees should be preserved as open space and can be improved with picnic tables and trails to provide access to the public.

- Protect Little Eagle Creek. The installation of sewers in the township has the potential to damage this important resource. It is important that the sewer expansion be completed in an environmentally sensitive manner.
- Provide both passive and active recreation for the residents of the community.
    - See Appendix G, Family Sports Capital Addendum, for the Family Sports Capital of America initiative (October 2009).
- Provide parks and recreational facilities in new developments to accommodate the needs of the community as it grows.

- Recognize that the location and configuration of open space is of importance along with the amount of open space. The location and configuration of open space should be a primary design consideration in the development process, not an afterthought based on a determination of unusable land.

- Use open space as part of an integrated storm water management approach to maintain natural drainage patterns, attenuate water quality impacts, replenish groundwater, and incorporate detention facilities as visual and environmental amenities such as ponds.

Implementation Tools – Open Space and Recreation

- Establish a development review process for zoning map amendments, subdivisions, and site development that ensures provision of open space consistent with these policies
- Zoning regulations
  - Establish minimum percentages of open space for new development
  - Establish standards for the location and type of open space for different types of development
  - Provide protections to Little Eagle Creek, perhaps using an overlay zone.
- Subdivision regulations
  - Establish minimum requirements for dedication and development of parks in conjunction with new subdivisions
  - Establish minimum percentages of open space for new subdivisions
  - Allow density bonuses for additional permanent open space
  - Establish standards for the location and type of open spaces required for different types of subdivisions

Fiscal Considerations

Westfield can best serve its residents by remaining fiscally sound. The economic impact, positive or negative, of development on the community's physical infrastructure is a legitimate factor in development decisions. The town needs to devise a consistent strategy for considering these impacts.

Development Policies – Fiscal Considerations

- Require new development to pay its fair share of the cost of providing infrastructure needed as a result of that new growth.
- Consider the impact of growth in land use planning and decisions on public services and facilities.
- Ensure that all new development will have adequate public services and facilities.

Implementation Tools – Fiscal Considerations

- Establish minimum levels of service and infrastructure for new development.
- Establish a development review process for zoning map amendments, subdivisions, and site development that ensures provision of adequate public services and infrastructure
    - Require applicants to provide fiscal impact analyses to document impact of their proposed developments, particularly larger developments. The town should ensure that there is a consistent methodology for preparation of these analyses.
    - Require applicants to demonstrate that adequate service is available or will be available at the time of development.
    - Consider using a fiscal model to predict the costs associated with new development.

Figure 14: New development should pay its "fair share" of the cost for providing necessary infrastructure and services.

- Zoning regulations
    - Establish minimum standards for infrastructure and services for new development.
- Subdivision regulations
    - Establish minimum standards for infrastructure and services for new subdivisions.
- Adopt an impact fee ordinance that complies with Indiana statutes.
- Promote cooperation and exchange of information about the impact of new growth on public services and facilities provided by other jurisdictions, such as the school district.

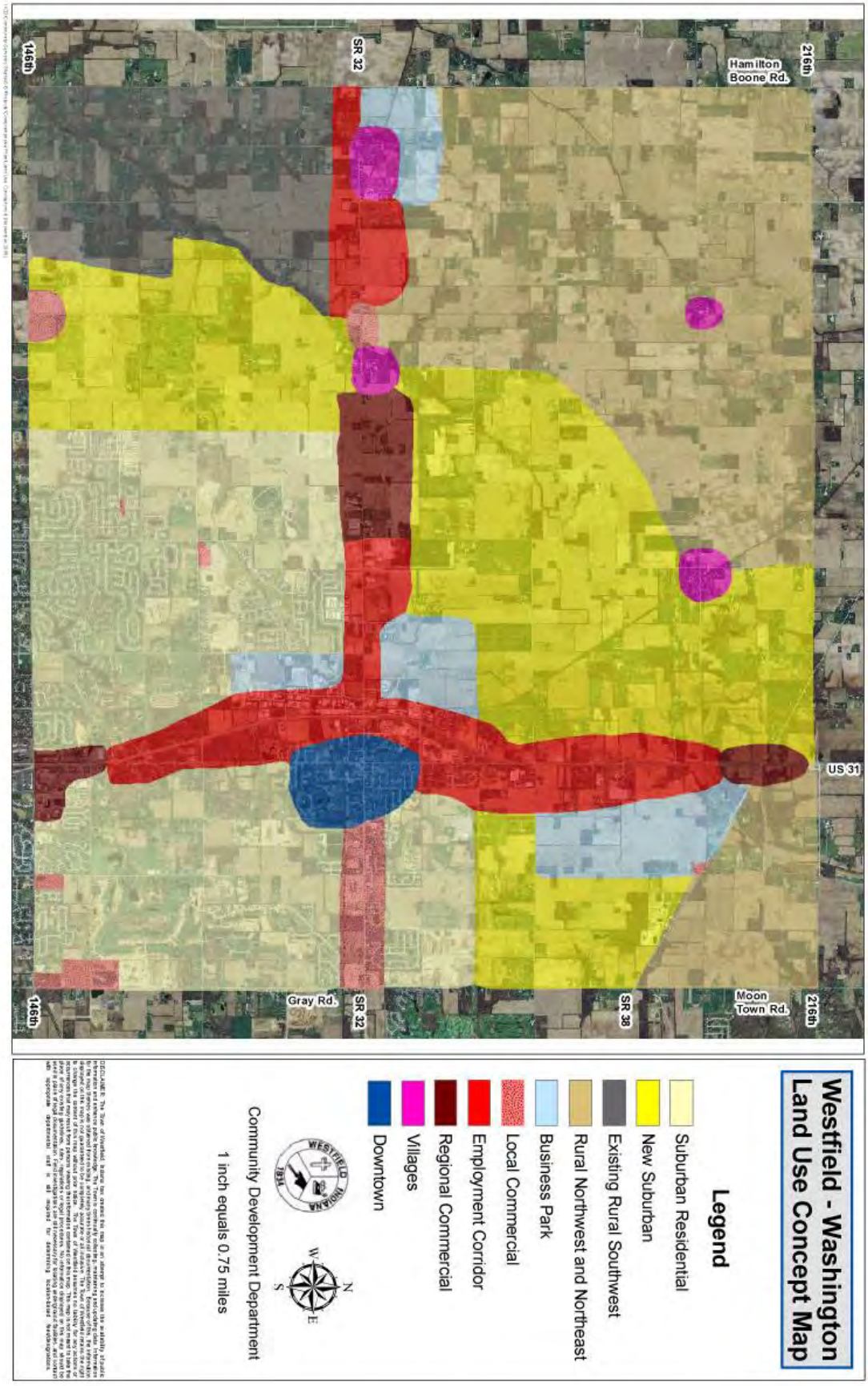
LAND USE CLASSIFICATIONS AND DEVELOPMENT POLICIES

For purposes of this plan, the Town of Westfield and Washington Township are divided into the land use character areas listed below and further described in this plan:

- Rural Residential
  - Existing Southwest
  - Northwest
  - Northeast
- Suburban Residential
  - Existing
  - New
- Commercial (retail, office, service)
  - Regional
  - Local
- Highway Corridors
- Business Parks
- Villages

Because of its special character and importance to Westfield – Washington Township, the downtown is considered in a separate chapter of this plan.

Figure 15: Land uses in Westfield – Washington Township.


Westfield - Washington
Land Use Concept Map
Legend
Suburban Residential
New Suburban
Existing Rural Southwest
Rural Northwest and Northeast
Business Park
Local Commercial
Employment Corridor
Regional Commercial
Villages
Downtown
Community Development Department
1 inch equals 0.75 miles
146th
SR 32
Hamilton
Boone Rd.
216th
US 31
Gray Rd.
SR 32
SR 38
Moon
Town Rd.
216th
146th

RURAL RESIDENTIAL

Existing Rural Southwest

Background

The Southwest Rural Residential area includes single-family residences, equestrian uses, and artisan farms in agricultural and rural areas. It also includes the Little Eagle Creek watershed, wetlands, rolling topography, and upland woods. The open nature of the area is enjoyed by many, and because open space is a valued community amenity, every effort should be made to encourage uses that preserve this open character. The envisioned long-range gross density is low: no more than one unit per three acres gross density. This area may have rural subdivisions, developed with substantial open space by using Rural or Conservation Subdivisions as described elsewhere in this plan. Higher gross densities, up to one unit per acre, may be permitted only in Conservation Subdivisions (see development policies below).

This area will continue to have rural uses and a rural feel: natural open spaces, trees, fields, and streams. The predominant land use will be low-density residential, including farmsteads, individual houses on large lots, equestrian uses, and subdivisions with a rural feel, considerable open space, and perimeter buffering. While it is expected that over time the few remaining large commodity farms in this area may be converted to residential development and smaller artisan farms, the rural character and equestrian nature should be retained. A primary component of this character is substantial natural-appearing open space.

Residents who move into rural areas should not expect the same type of environment and the same level of services as their more urban counterparts. Public water, sanitary sewer, and storm water drainage facilities may not be immediately available. Farming is a legitimate commercial land use activity that will produce noise, dust and odors, and occasionally will impede traffic.

Figure 16: Rural Washington Township.

This area is designated as Existing Rural, because it is largely already developed, and its rural character is viewed as a long-term condition: it is not intended to convert to other types of uses. Specifically, this area provides not just a rural character that is valued by the community; it provides an area where residents can live a rural lifestyle, and this plan embraces the importance of that rural lifestyle opportunity.

The western portion of this area is in close proximity to the Indianapolis Executive Airport. Special consideration was given during the planning process to incorporate the needs of the airport. Specifically, the following items were taken into account when defining the land use for the Southwest Rural Residential area:

- A review of input from the airport authority showed that multiple uses would be appropriate along Boone-Hamilton Road including parks, agriculture, and low-density residential uses. However, high density residential is not appropriate for this location. Other land uses were mentioned as well (e.g., hazardous waste recycling), however these uses were not compatible with the goals and desires of the Southwest quadrant.
- Results from a charette conducted to confirm appropriate uses for this area, which was attended by an airport representative as well as members of the Southwest Rural Residential area. The charette concluded that low-density residential and agricultural uses were compatible with the airport, and desired by the public.
- Mapping of existing development in the rural southwest indicated that the area is already 80% developed as low-density residential.
- Additional direction was provided by overlaying the Southwest quadrant with the noise sensitive area from the airport.

All of this input was considered when developing the land use for Existing Rural Southwest. Additionally, it should be noted that the airport is beginning a new master planning process. The process is anticipated to take three years, and The Westfield-Washington Township Comprehensive Plan should be reevaluated when the airport plan is complete to ensure the area continues to develop in a way that is desirable for both the Existing Rural Southwest area and the airport.

Development Policies

- View large-scale commodity farms (crops and livestock) as being subject to eventual change under growth pressure. Washington Township is in the path of growth and it is expected that the few remaining large-scale agricultural tracts will be converted to other uses.
- Encourage artisan farms and equestrian uses to maintain the rural, country-like atmosphere.
- Protect and enhance the Eagle Creek Trail as a recreational amenity.

Appropriate Land Uses in the Rural Southwest

- Single-family detached houses on large lots or in a Rural or Conservation Subdivision.
- Accessory dwellings
- Equestrian uses
- Agriculture, including artisan farms

- Allow the continuation of the historic rural patterns (single-family houses on large parcels). New residential development will be accommodated, but only on large lots consistent with existing patterns or in Rural or Conservation Subdivisions as defined in this plan.
- Promote flexible design that maximizes open space by regulating density rather than lot size. This approach will permit a wide range of lot dimensions (area, frontage, setbacks, etc.).
- Encourage open space through incentives (such as density bonuses).
- Locate roadways and house lots so as to respect natural features and to maximize exposure of lots to open space (directly abutting or across the street). "Single-loaded" streets (with homes on one side only) can be used to maximize open space visibility, thus increasing real estate values and sales, while costing no more than streets in conventional subdivisions (due to savings from narrower lot frontages).

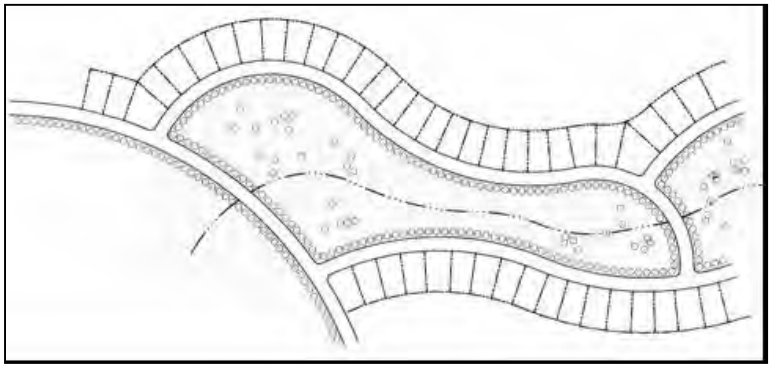


Figure 17: Open space and the preservation of natural features, such as a stream, can be incorporated into a development to maximize exposure to individual lots.

- Preserve Little Eagle Creek Ave. as a scenic by-way.
- Utilize subdivision street standards for new development that are appropriate to the rural context (open ditches, no curb and gutter).
- Preserve historically significant buildings and resources (barns, houses, etc.).
    - Recognize that the southwestern area of the township identified as rural on the map is unique relative to the other rural areas. Specifically, the character and pattern of development in this area is committed to small-scale equestrian-oriented and related rural uses, as contrasted with the large-scale agricultural patterns in the northwest. As such, the policy of this plan is that the character of the southwest rural area should remain essentially unchanged. New growth and development in this area should be reviewed with the intent of ensuring that it is compatible both from a use and density perspective, with minimal impact on the natural and visual environment.

Implementation Tools

Zoning Regulations

- Establish maximum densities aimed at retaining rural character and maintaining the existing density
- Provide for density bonuses in Conservation Subdivisions (up to 1 unit/acre gross density) only if specific standards are met with reference to the following:
  - Threshold percentages of open space
  - Location, connectivity, and suitability of open space areas
  - Minimum amount of usable open space (active and passive recreation, equestrian trails)
- Limit the land uses to those that are consistent with and contribute to the rural character
- Create design standards for new buildings to ensure consistency with the character of the area
- Establish buffering requirements for new development
- Establish a rural equestrian zoning district with standards aimed at maintaining a rural, country-like atmosphere. Housing in this district is secondary to the agricultural and equestrian uses.

Figure 18: Providing for development around the equestrian community may include special provisions for lot sizes, fencing requirements, and/or open space requirements that include riding trails.

Other Tools

- Participate in the creation of the Indianapolis Executive Airport plan. Review the plan upon completion to ensure that development is compatible with both existing southwest rural residential and the Indianapolis Executive Airport.

Subdivision Regulations

- Provide for Conservation Subdivisions that have the following characteristics:
  - Substantial open space (at least 60% of gross acreage) that is connected
  - Preserved primary conservation areas
  - Clustering of houses
  - Home sites that border open space
  - Perimeter buffering
  - Natural topography (no mass grading)
  - Rural street patterns (no curb and gutter, single-loaded streets)
  - Varying lot sizes, dimensions, and setbacks

Figure 19: Rural conservation subdivision. Source: Randall Arendt

- Provide for rural subdivisions that have the following characteristics:
  - Large lots (3-acre minimum)
  - Shared private streets or driveways
  - Natural topography (no mass grading)
  - Rural street patterns (no curb and gutter)
  - Standards for development and maintenance of common driveways

Rural Northwest and Northeast

Background

The Northwest Rural Residential encompasses much of the northwestern quadrant of the township and includes single-family residences; agricultural areas, including the township's largest concentration of commodity farms; some smaller artisan farms; and some equestrian uses. There are significant natural areas, including Little Eagle Creek, wetlands, wooded areas, and much open farm ground. The named community of Lamong is located within this area; it is discussed under "Villages" in this chapter. The Rural Northeast area is smaller in

comparison to the Northwest area, being limited generally to the area to the north of SR 38 and east of US 31. The currently envisioned gross density for these areas is low: no more than one unit per three acres gross density.

The policy of this plan is that these areas will be designated as rural for the foreseeable future. In particular, the development for these areas as anything other than rural or agricultural uses in the near future would violate the contiguity policy set out in the general policies. However, when this plan is updated in five years, this policy will be reevaluated in light of any potential changes in market conditions, public service and facilities changes, local government fiscal conditions, and community attitudes and values. The town should monitor development patterns and reevaluate the development policies as the community grows and changes.

In the meantime, the Northwest and Northeast Rural Residential area will continue to have rural uses and a rural appearance: natural open spaces, trees, fields and streams. The predominant land use will be rural residential, including farmsteads and individual houses on large lots. New residential development should have a rural feel, considerable open space and perimeter buffering. While it is expected that over time, some farms in this area will be converted to residential development, the rural character should be retained. A primary component of this character is substantial natural-appearing open space. Because of its location, this area will be the last to face development pressure.

If land converts from agricultural uses, it is encouraged to develop in the form of Rural or Conservation Subdivisions, with substantial open space. Higher gross densities, up to one unit per acre, may be permitted only in Conservation Subdivisions (see development policies).

Figure 20: Rural Washington Township.

Residents who move into rural areas should not expect the same type of environment and the same level of services as their more urban counterparts. Public water, sanitary sewer, and storm water drainage facilities may not be immediately available. Farming is a legitimate commercial land use activity that will produce noise, dust and odors, and occasionally will impede traffic.

Development Policies

- Large-scale commodity farms (crops and livestock) are subject to eventual change due to growth pressure. It is expected as growth pressure moves northwest, some agricultural land will be converted to other uses, but not within the time frame of this plan.
- Allow the continuation of the historic rural patterns, including homestead farms, artisan farms, and equestrian uses. New residential development will be accommodated, but only as it fits into the agricultural life style.
- Promote flexible design that maximizes open space by regulating density rather than lot size. This approach will permit a wide range of lot dimensions (area, frontage, setbacks, etc.). Open space should be encouraged through incentives (such as density bonuses).
- Locate roadways and house lots so as to respect natural features and to maximize exposure of lots to open space (directly abutting or across the street). "Single-loaded" streets (with homes on one side only) can be used to maximize open space visibility, thus increasing real estate values and sales, while costing no more than streets in conventional subdivisions (due to savings from narrower lot frontages).
- Encourage appropriate transitions from the villages to the open agricultural land.
- Preserve historically significant buildings and resources (barns, houses, etc.)
- Encourage development of the Monon Trail
- Preserve the night sky by limiting lighting.

Appropriate Land Uses in the Rural Northwest and Northeast

- Single-family detached houses on large lots or in a Rural or Conservation Subdivision.
- Accessory dwellings
- Equestrian uses
- Agriculture, including artisan farms
- Institutional uses, such as schools, churches, public safety facilities, and similar uses

Implementation Tools

Zoning Regulations

- Establish maximum density limits aimed at retaining rural character
- Provide for density bonuses in Conservation Subdivisions (up to 1 unit/acre) only if specific standards are met with reference to the following:
  - Minimum percentage of open space
  - Location, connectivity, and suitability of open space areas
  - Minimum amount of usable open space (active and passive recreation, equestrian trails)
- Limit the land uses to those that are consistent with and contribute to the rural character
- Create design standards for new buildings to ensure consistency with the character of the area
- Establish buffering requirements for new development

Subdivision Regulations

- Provide for rural subdivisions that have the following characteristics:
  - Large lots
  - Shared private streets or driveways
  - Natural topography (no mass grading)
  - Rural street patterns (no curb and gutter)

Figure 21: Rural roadway with no curb, gutter, or sidewalk.

Plan Update

- Reassess the rural policies as part of a five-year update to the plan in light of any changes in circumstances.

Conservation Subdivision Process Tool Box

Conservation Subdivisions

One of the best ways to achieve quality residential development in the rural areas while preserving rural character is to develop as conservation subdivisions. These subdivision forms allow development of detached single-family homes clustered on smaller lots than generally permitted in the underlying zoning district, but at the same gross density, while preserving large areas of open space or historic features.

Conservation subdivisions allow the location of buildings on land best suited for construction, while permanently preserving valuable resources without changing the gross density permitted on the development site. This creative and flexible subdivision approach encourages building sites with attractive views, both from off-site roads and on-site buildings; encourages efficiency in the development of roads and utilities (shorter roads because there is less frontage per unit); and contributes to the variety of housing choices in the town and township.

Other Considerations

There are other issues which must be considered in the design of a cluster or conservation subdivision. The following highlights the primary issues:

Location of Sewer Treatment Facilities

Dwelling units in a cluster subdivision can typically be served by private on-site well and septic systems.

Ultimate Use of Open Space

There are several ways to use the conserved open space: maintain it in its natural state, use it as pasture or cropland, or provide passive or active recreation.

Permanent Protection of Common Spaces

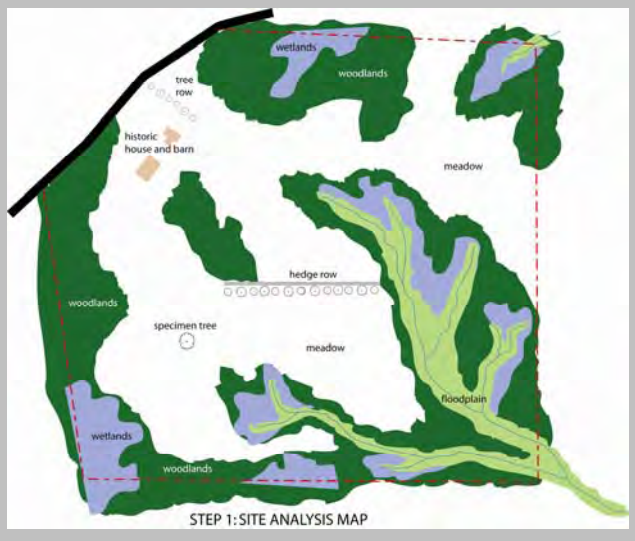
There are three common ways to permanently preserve the conserved spaces in the subdivision: an individual commonly owned lot with a conservation easement, deed restrictions or covenants, or as a part of a privately owned lot that is protected in a similar manner.

Step 1: Site Analysis Map

A map of potential conservation areas should begin with the information available from the town's mapping services, and from this plan. The maps and aerial photos should be used to identify the primary and secondary conservation areas on the site and the features on surrounding properties. The primary conservation areas should include the most severely constrained lands, where development would typically be restricted under current codes, such as wetlands and floodplains. Secondary conservation areas should include locally significant features of the existing landscape. These secondary areas may include the following features:

- Mature woodlands
- Hedgerows, freestanding trees or tree groups
- Wildlife habitats and travel corridors
- Prime farmland
- Groundwater recharge areas
- Greenways and trails
- River and stream corridors
- Historic site and buildings
- Scenic view sheds

This information should be combined to identify the areas on the site that are the best candidates for preservation/conservation. While it is not an exact process, this step allows the town and developer to identify the areas with the most potential to contribute to the rural character of the area.



STEP 1: SITE ANALYSIS MAP

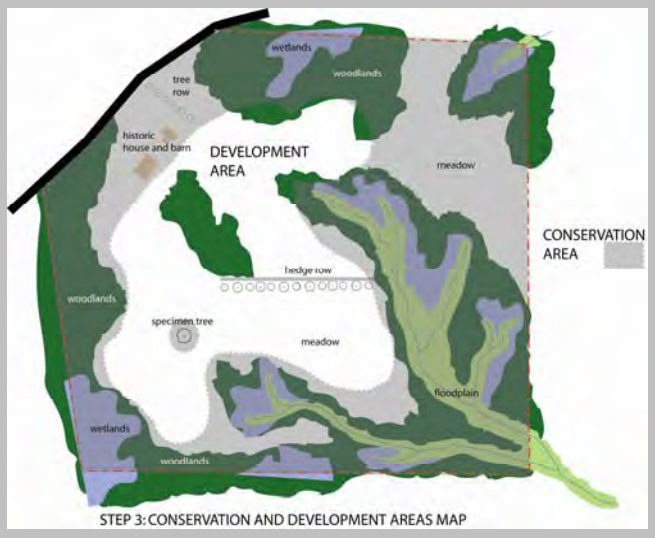
Conservation Subdivision Process Tool Box

Step 2: Site Inspection

After the mapping analysis of the site, the applicant and town staff should conduct a site inspection to confirm the site analysis map and identify additional unmapped features that may be present. This step is especially important for identifying scenic view sheds.

Step 3: Conservation and Development Areas Map

Once the mapping and visual inventory of resources have been completed, the applicant should provide a map illustrating the areas to be conserved (Conservation Areas) and the land area available for building sites (Development Areas) should be created. This map will serve as the basis for the final site plan. This map should designate at least 60% of the site area for conservation.



STEP 3: CONSERVATION AND DEVELOPMENT AREAS MAP

Conservation Subdivision Process Tool Box

Step 4: Conservation Plan

Finally, the applicant should prepare a conservation plan. Because the conservation plan is not driven by a prescribed lot size, the most efficient and rural design can be accomplished by first locating the houses to capitalize on the best views and buffering from the off-site roads. Then the house sites should be connected with roads and trails, which minimize the amount of roads to be developed while still safely providing access to each building. Finally, the lot lines should be drawn.

Figure 22: Photos of conservation subdivisions.

SUBURBAN RESIDENTIAL

Background

Suburban Residential includes residential development with a variety of housing types, including subdivisions, at a variety of densities, along with recreational uses.

For the purpose of this plan, two different categories of Suburban Residential are identified on the map: Existing and New Suburban areas. The Existing Suburban Residential area is generally located in the southeastern quadrant of the planning area. As its name implies, it is the area where most of the existing suburban residential pattern has taken place. The basic policy of this plan for this area is fairly simple: preserve and protect the stability and integrity of the area as it fills in. This area consists primarily of single-family residences. Retail uses have not been part of Westfield's plan for this area, and development of such uses would change the character of the area.

The New Suburban Residential area depicts the future residential growth of the community, generally to the west and north of the Existing area. Its location is a function of its proximity to the existing growth area as well as the planned availability of sanitary sewer service.

The New Suburban Residential area will be predominately residential, including a variety of housing types to serve different family sizes and life situations from entry level to retirement. Subdivisions at a variety of densities and a broad range of housing types will continue to be the prevalent development form. The New Suburban Residential has three areas: Southwest, Northwest, and Northeast. These have somewhat different character, but the same development policies and implementation tools apply to all three.

Figure 23: Suburban residential development in Westfield/Washington Township.

Existing Suburban

Development Policies

- Promote the protection of the existing suburban character of the area.
- Encourage only compatible infill development on vacant parcels in existing neighborhoods as a means of avoiding sprawl.
- New development should be permitted only upon a demonstration that it will not alter the character of the area, and will not generate negative land use impacts.
- Ensure that infill development is compatible in mass, scale, density, materials, and architectural style to existing development.
- Ensure that new development adjacent to existing suburban is properly buffered.
- New retail uses should not be permitted in the Existing Suburban areas. The Existing Suburban Areas were planned and have developed primarily for residential uses, and attempting to introduce retail uses into those areas will change the residential character of the area. These should be located in those areas that are planned for retail expansion.

Appropriate Land Uses in Existing Suburban

- Detached dwellings
- Attached dwellings
- Institutional uses
- Recreational uses

New Suburban

New Suburban Southwest Background

The Southwest New Suburban area includes a diverse mix of uses: a town park, a golf course, open farmland, residential development, and a central core of large-lot residential and rural properties, equestrian uses and artisan farms. It is adjacent to the Village of Eagletown, and two highways: SR 32 and 146th Street. There also are institutional uses, including a school and a school transportation center.

While it is expected that over time, the few remaining large agricultural tracts in this area will be converted to residential development or other uses, this development should be context-sensitive. As development moves south from SR 32, north from 146th Street, and west from Ditch Road, the density should decrease and open space should increase. Within the Southwest New Suburban area, there is land that is not suitable for dense development because of steep slopes or other natural features. These lands should be developed according to rural standards.

The key for this area will be land use transitions and buffers that accommodate suburban development in such a way that negative land use impacts on existing and stable rural uses are mitigated so as not to negatively affect the quality of life of long term rural residents.

New Suburban Northwest and Northeast Background

The Northwest and Northeast Suburban Residential area contains single-family residences, open farmland, artisan farms and some businesses, especially agribusiness and rural-related businesses. Because of the natural topography, streams, hedgerows, and wooded areas, this area has a rural feel and character. Farmhouses are included, as well as houses in rural non-farm environments, where people may have a limited number of animals such as horses or 4-H animals.

This area will continue to have rural uses and a rural feel into the immediate future: natural open spaces, trees, fields, and streams. However, the town's long-range plan is to provide sanitary sewers in the entire township, which will have the effect of creating pressure for more dense development in this area. It is expected that over time the large commodity farms in this area will be converted to residential development, and this area is identified to absorb future suburban density and type of development. While the development of this area for suburban uses is envisioned in the long term, it is also important to keep the overall policy of contiguity in mind: development is encouraged to occur in a way that it is contiguous with existing development, meaning that new growth should radiate out from existing suburban areas, and should not sprawl piecemeal throughout the new suburban areas.

Development Policies (applies to all New Suburban)

- Ensure that new development occurs in a way that it is contiguous with existing development.
- Require all development to have public sewer and water, paved streets, curbs, gutters, and sidewalks.
- Design developments such that back yards are not adjacent to collector or arterial streets unless uniform attractive screening is provided.

Appropriate Land Uses in New Suburban

- Detached dwellings
- Attached dwellings
- Institutional uses,
- Recreational uses
- Artisan farms
- Equestrian uses

- Prevent monotony of design and color. Recognize that quality in design applies not just to individual homes, but to the collective impact of an entire development. For example, many homes that might be "high quality" may not achieve a high-quality development if they are all the same and are not part of a sensitive and quality overall design.
- Encourage a diverse range of home styles in individual subdivisions, using innovative architecture of a character appropriate to Westfield.
- Encourage compatible and high quality "life span" housing in furtherance of the overall policy of this plan.
- Emphasize connectivity between subdivisions, and avoid creating isolated islands of development.
- Ensure proper land use transitions between dissimilar types of residential development.
- Ensure appropriate transitions from businesses located along US 31, SR 32, and SR 38 and from adjoining large subdivisions.
- Use open space, parks, and less-intensive land uses as buffers in

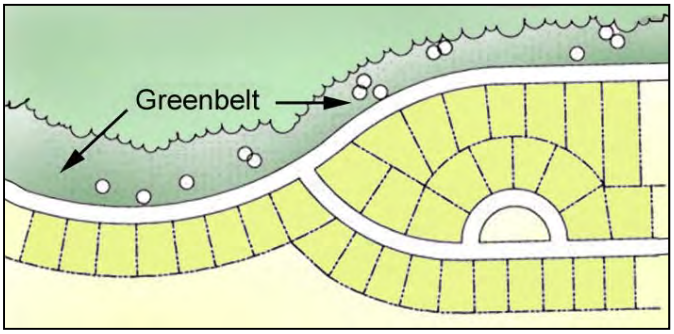


Figure 24: Greenbelts and landscaping buffers can help create a transition between uses.

appropriate circumstances.

- Preserve existing older structures when possible.
- Permit new development only where the transportation network is sufficient for the added traffic volumes. Based upon traffic studies, developers should make appropriate improvements to mitigate traffic impacts resulting from the new development.
- Promote flexible design that maximizes open space preservation by regulating density rather than lot size. This approach permits a wide range of lot dimensions (area, frontage, setbacks, etc.) and a variety of housing types (detached, semi-detached, attached) to serve multiple markets (traditional families, single-parent households, empty-nesters, etc.).
- Encourage quality and useable open space through incentives (density bonuses) based upon density rather than minimum lot sizes and widths.
- Encourage development of bicycle and pedestrian facilities (sidewalks, trails, paths or any combination thereof designed to accommodate pedestrians) in new development. These facilities should be designed to improve connectivity. In particular, promote connections to new regional trails such as the Monon and Midland Trace Trails

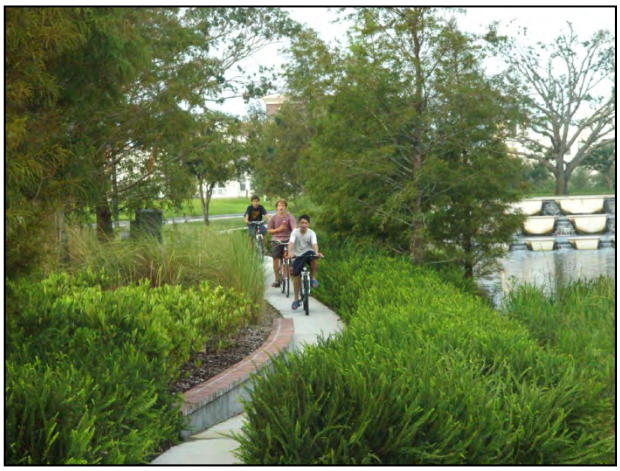


Figure 25: Bicycle and pedestrian trails increase connective and can improve the overall quality of the development.

- Land that is characterized by steep slopes or other natural limitations on development should be left natural or developed at rural, rather than suburban densities.
- Promote innovative development, such as Conservation Subdivisions and traditional neighborhood design.
- Require appropriate transitions and buffers between neighborhoods, particularly those of differing character or density. At interfaces between large lot residential property and new suburban development, baseline buffering requirements should be used to preserve the rural environment

of those larger parcels (preferably through the use of reforestation to achieve natural conditions).

- Locate roadways and house lots so as to respect natural features and to maximize exposure of lots to open space (directly abutting or across the street). "Single-loaded" streets (with homes on one side only) can be used to maximize open space visibility, thus increasing real estate values and sales, while costing no more than streets in conventional subdivisions (due to savings from narrower lot frontages).
- Encourage attractive streetscapes that minimize front-loading garages, provide garage setbacks from front facades of houses, minimize design and material repetition, and avoid house orientations where the back sides face the public right of way.
- Encourage roadway improvements that promote safety but do not increase speed.

Implementation Tools

Zoning Regulations

- Establish appropriate locations for varying housing types
- Development standards that establish appropriate setbacks, densities, lot sizes
- Emphasize density, rather than lot size
- Require that new development have all necessary services and infrastructure
- Buffering, including reforestation buffers
- Transitions between developments
    - Between new suburban and more rural neighborhoods, use larger lots and increased open space
    - Cluster higher-density development in areas that abut industrial, commercial, or other higher-density areas.
- Landscape standards (these should discourage berms and fencing in favor of more natural-appearing buffers, using native plants)
- Create a Traditional Neighborhood Design District that provides for the following:

- Garages that are behind the front line of the dwelling or are side-loaded
- Front porches
- Smaller front setbacks

Figure 26: A development that incorporates elements of traditional neighborhood design increases connectivity and provides for a diverse mix of housing types.

Subdivision Regulations

- Provide for Conservation Subdivisions that have the following characteristics:
  - Substantial open space (at least 60% of gross acreage) that is connected
  - Preserved primary conservation areas
  - Clustering of houses
  - Home sites that border open space
  - Perimeter buffering
  - Natural topography (no mass grading)
  - Rural street patterns (no curb and gutter, single-loaded streets)
  - Varying lot sizes, dimensions, and setbacks
- Preserve natural topography
- Adequate streets
- Connectivity
- Pedestrian facilities
- Recreational facilities
- Common open space
- Mechanisms to ensure maintenance of common facilities
- Proper drainage
- Green space between sidewalk and curb
- Open space standards (location, size, type)

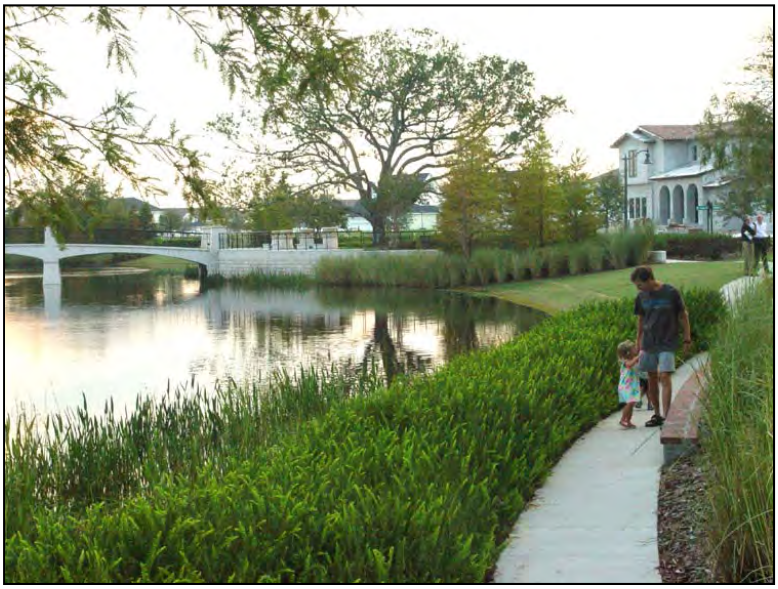


Figure 27: Photograph of a development that incorporates natural features into the common open space with pedestrian facilities.

Other Tools

- Design standards that ensure quality development.
- Establish a development review process that ensures developments that comply with the standards and with the comprehensive plan

- Adopt an updated Thoroughfare Plan that establishes future street patterns and appropriate cross sections
- Prepare and adopt a parks, recreation, and open space plan to serve as a basis for zoning, subdivision, and site design requirements
- Prepare and adopt a circulation and trail plan
- Prepare and adopt an access management plan

COMMERCIAL

Local Commercial

Background

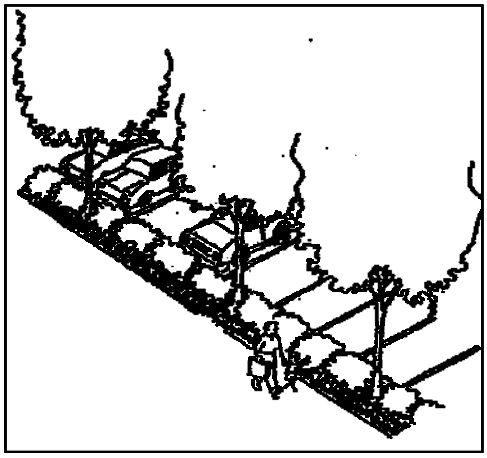
Figure 28: Local commercial scale bank.

Local businesses are intended to provide goods and services used by nearby residents on a day-to-day basis, as opposed to attracting customers or clients from a large geographic area. Examples include but are not limited to banks, beauty salons, drug stores, convenience stores, automobile service stations, video stores, dry cleaners, restaurants, and supermarkets. Local examples include Westfield Commons, Westfield Marketplace, Carey Shoppes, Springmill Commons and Bridgewater Marketplace. Shopping centers typically have at least one anchor business.

Local commercial development is characterized by architecture having a residential or suburban feel, attractive signs, extensive landscaping, and ample off-street parking. Most local business is located in commercial centers, typically having at least one anchor business and several smaller businesses, some of which are on outlots.

Development Policies

- Locate local commercial development only in planned centers and only on streets classified as arterials or on frontage roads as depicted on the Land Use Concept Map.
- Require commercial uses to be dispersed, but also to be focused on key nodes, avoiding strip patterns, which are inefficient from an access standpoint.
- Require the size, materials, color, and design of buildings to be unique to Westfield. "Franchise" architecture that represents no effort to create a unique design that fits Westfield – Washington Township is not acceptable.
- Discourage masses of asphalt. Parking areas should be broken up by landscaping or by being located on more than one side of the buildings.
- Require all parking areas to have interior landscaping as well as landscaping along the street.
- Require all lighting to be shielded and directed downward.
- Encourage signs that are easy to locate and read, sized and designed in relation to the buildings and the traffic conditions in which they are viewed.
- Require loading and service areas to be screened and to be located so as not to be a nuisance to neighboring properties.
- Encourage internal connectivity between adjacent commercial developments.
- Encourage pedestrian connections between local commercial areas and adjacent residential areas.
- Use attached residential, offices, and similar uses as transitions between more intensive and less intensive uses.



- Require effective buffering between commercial uses and adjacent residential uses.
- Prevent commercial uses from encroaching into residential areas.
- Encourage the use of frontage roads to minimize traffic conflicts.

Implementation Tools

Zoning Regulations

- Establish a planned commercial district with strong development standards, including landscaping and lighting.
- Establish a site plan review process for commercial development.
- Require traffic studies and traffic management plans for new commercial development.
- Buffering requirements, including transitional land uses
- Design standards to ensure quality development.
- Thoroughfare plan that provides for frontage roads.
- Access management plan to control curb cuts, which is a plan for promoting smooth traffic flow by establishing standards for access to property. This plan would address issues such as driveway locations and separation distances, frontage roads, passing blisters, left turn lanes, and traffic signals.

Subdivision Regulations

- Establish standards for commercial subdivisions

Regional Commercial

Background

Regional Commercial includes a broad range of goods and services available to residents in a large geographic area. These uses are generally located on large parcels. These areas include big-box-type retail, with one or more large anchor stores.

The character of these areas will include large, suburban-style buildings, usually in commercial centers that depend upon high traffic volumes.

Regional retail should be limited to those areas designated on the Land Use Concept map at the north and south ends of US 31 and on SR 32 near Eagletown.

Development Policies

- Reserve these areas exclusively for regional commercial development. These areas are intended to benefit the economic health of the community and uses that do not contribute to that economic health should not be allowed.
- Permit regional commercial only on arterial streets that are designed to carry large traffic volumes, or on frontage roads accessible from arterials.
- Permit regional commercial uses only in planned centers with consistent design and architectural style for each center. In areas not already commercial, adjacent commercial areas should have consistent style and building materials.

Appropriate Land Uses in Regional Commercial

- Regional retail
- Office
- Attached residential dwellings

- Require that buildings be designed to enhance the community character.
- Discourage masses of asphalt. Parking areas should be broken up by landscaping or by being located on more than one side of the buildings.
- Require parking areas to have internal landscaping as well as landscaping along the street.

Figure 30: Commercial development standards should be developed to ensure that the appearance is unique to Westfield.

- Require the size, materials, color, and design of buildings to be unique to Westfield. "Franchise" architecture that represents no effort to create a unique design that fits Westfield – Washington Township is not acceptable.
- Require appropriately scaled transitional uses, such as office or attached residential between regional commercial uses and single-family residential.
- Permit attached residential within a regional commercial development only when it is clearly subordinate to the commercial component.
- Develop alternative transportation to regional facilities. These should include but are not limited to multi-use trails, bicycle lanes, and public transportation.

Implementation Tools

Zoning Regulations

- Establish a planned commercial district with strong development standards, including landscaping and lighting.

Figure 31: Strong landscaping requirements ensure appropriate transitions between land uses (left) and in vehicular use areas (right).

- Establish a site plan review process for commercial development.
- Require traffic studies and traffic management plans for new commercial development.
- Buffering requirements, including transitional land uses

Subdivision Regulations

- Establish standards for commercial subdivisions

Other Tools

- Design standards to ensure quality development.
- Thoroughfare plan that provides for frontage roads.
- Access management plan to control curb cuts.

HIGHWAY CORRIDORS

Background

Major highway corridors have an enormous impact on the community's appearance, economic vitality, and convenience. Poorly planned corridors with excessive numbers of curb cuts disrupt traffic flow and create congestion. A well-designed corridor, with attractive businesses and extensive landscaping help create a community identity.

Westfield has several major corridors that offer opportunities for economic activity and aesthetic value. The Meridian Corridor is perhaps the most important. Along this corridor, attractive office and institutional uses have been established south of Westfield, and similar uses of a similar character should be continued as the corridor develops. The corridors need to be carefully planned so that they will serve as assets to the community.

Development Policies

- Reserve employment corridors for employment-generating uses and related supporting service uses.
- Limit industrial uses that are visible from either US 31 or SR 32 to those that do not have negative land use impacts.
- Prohibit outdoor storage and outdoor operations.
- Promote large-scale employment-intensive office uses on the US 31 – Meridian Corridor.
- Promote smaller scale local office and service uses along SR 32. Such uses should generally take place along the north side of SR 32, with business uses on the south side of US 32 allowed only where it is demonstrated that they will not negatively impact residential neighborhoods or uses.

Appropriate Land Uses in Highway Corridors

- Office and service uses
- Research and Development
- Retail and institutional uses that are subordinate to and supportive of the office and service uses.

- Permit retail or residential development only in designated village or downtown locations on US 31, SR 32, SR 38, and 146th St. at Towne Rd. Strip commercial development is not desired.
- Encourage building materials and colors that are appropriate to the setting. Metal buildings should be enhanced with other building materials, such as stone or brick, to improve their appearance.
- Locate loading docks appropriately, generally at the sides or backs of buildings. Screening should be provided where it is needed to hide unattractive views.
- Require sufficient off-street parking.
- Require parking areas to have interior landscaping and landscaping along street frontages. Large expanses of asphalt are discouraged.
- Encourage building design, height, scale, and mass that is appropriate to the surrounding area.
- Maintain attractive highway corridors and appealing business and industrial areas through landscaping, setbacks, and building design.

Figure 32: Encourage high quality design as well as a scale appropriate to the surroundings.

- Encourage signs that are attractive and sized and designed in relation to the buildings and to the traffic conditions in which they are seen.
- Work with officials of the Indianapolis Executive Airport to ensure that development on SR 32 near the airport is compatible with the airport plan.
- Develop alternative transportation to regional facilities. These should include but are not limited to multi-use trails, bicycle lanes, and public transportation.

Implementation Tools

Zoning Regulations

- Establish corridor overlay districts for major arterial streets

Subdivision Regulations

- Establish standards for subdivisions along the corridors.

Other Tools

- Design standards to ensure quality development, with enhanced architectural and materials standards.

Figure 33: Develop design standards for both the design of the building and the design of the lot.

- Thoroughfare plan that provides for frontage roads.
- Access management plan to control curb cuts.
- Prepare and adopt a corridor plan to serve as a basis for development standards relating to development along the major corridors.

BUSINESS PARKS

Business parks will accommodate manufacturing, research and development, processing activities, office and service uses that provide jobs and a tax base for the community. A strong and diverse tax base will help the community be fiscally sustainable, which refers to the ability of a community to maintain a high level of public services and infrastructure while keeping property tax rates manageable.

For the most part, new employment activities will be located in planned business parks with a campus atmosphere, attractive buildings, and extensive landscaping, or on large parcels (at least 5 acres) with access to arterial streets only from frontage roads.

Development Policies

- Reserve the Business Parks for employment-generating uses and related supporting service uses.
- Locate industrial uses in those areas designated for Business Parks on the Land Use Concept map.
- Designated Business Parks should be reserved as industrial areas – only uses that are clearly subordinate to and supportive of the industrial uses should be permitted in areas set aside for industrial development.
- Promote development of the business parks as campus-like settings.
- Industrial uses that include outdoor storage or that generate other external impacts should be limited to the interior of business parks.
- Locate industrial uses in areas that are removed from residential neighborhoods and other uses that would be detrimentally affected.
- Permit land uses other than industrial in designated Business Parks only when they are offices or service businesses that are subordinate or related to the industrial development, such as restaurants, automobile service stations, and day care centers.

Appropriate Land Uses in Business Parks

- Manufacturing
- Subordinate office, retail, and services
- Research and Development
- Warehousing

- Require industrial uses to be located on paved roads with pavement design sufficient to handle the loads associated with the use.
- Encourage building materials and colors that are appropriate to the setting. Metal buildings should be enhanced with other building materials, such as stone or brick, to improve their appearance.
- Locate loading docks appropriately, generally at the sides or backs of buildings. Screening should be provided where it is needed to hide unattractive views.
- Require sufficient off-street parking.
- Require parking areas to have interior landscaping and landscaping along street frontages. Large expanses of asphalt are discouraged.
- Require industrial uses to meet or exceed all federal, state, and local environmental standards.
- Require new industrial uses to demonstrate that they will not negatively impact well field protection areas.

Figure 34: Business parks such as this can accomodate a range of uses and buildings while incorporating open space and attractive

- Encourage new industrial uses to have convenient access to major highway corridors.
- Maintain attractive and appealing business and industrial areas through landscaping, setbacks, and building design.
- Encourage signs that are attractive and sized and designed in relation to the buildings and to the traffic conditions in which they are seen.
- Require industrial sites to be designed so that truck maneuvering associated with an individual use will take place on-site and not on the street.
- Develop alternative transportation to regional facilities. These should include but are not limited to multi-use trails, bicycle lanes, and public transportation.

Implementation Tools

Zoning Regulations

- Establish a business and industrial park district
- Establish performance standards for industries. These standards include but are not limited to noise, glare, vibration, air quality, appearance, odor, and hours of operation.

Subdivision Regulations

- Adopt standards for industrial subdivisions

Other Tools

- Design standards to ensure quality development, with enhanced architectural and materials standards.
- Thoroughfare plan that provides for frontage roads.
- Access management plan to control curb cuts.
- Prepare and adopt specific plans for the areas designated for industrial and business parks.
- Prepare and adopt an economic development plan and strategy for the township.

VILLAGES

Background

Villages provide a unique form of land use in Washington Township. The four existing villages (Eagletown, Jolietville, Lamong, and Hortonville) are communities with a small residential population and housing stock that typically dates to the early 20th Century. These villages are important in that they provide small but historic focal points within the landscape, and they offer the opportunity to continue as focal points for new compatible mixed use development. Because of their small size and limited development, these villages should be viewed not as historic preservation sites but rather as nodes where future new village-scale development is appropriate.

The Villages typically have a historic place name and were often home to small businesses such as small grocery stores, feed stores and institutions such as churches, post offices, and other rural institutions. As villages are renovated or expanded in the future, they will require greater density to allow the development of shops, restaurants, office and commercial space. While villages can be expected to accommodate only a minor share of the forecasted growth in Washington Township, they are desirable land use patterns that complement the rural areas and serve as nodes of mixed-use activity. Transitions from the mixed use village to multifamily, attached single-family, detached single-family, and rural environments need to be provided.

While the villages may retain a historical flavor and be expanded to accommodate pedestrian traffic and traditional neighborhoods, it may be difficult to respect the scale, configuration, building orientation, and building relationship to the street of the existing villages. Major thoroughfares such as SR 32, 206th Street, Lamong Road, Horton Road, and Mule Barn Road are scheduled for improvement, but they currently have no curbs, gutters, sidewalks, or street trees to make pedestrian travel safe.

The four named villages are significantly different from one another: they have different characteristics, histories and growth pressures, and therefore, each should have its own development policies.

Development Policies

- Encourage each village to develop a distinct image.
- Require that new development in villages be "pedestrian friendly".
- Continue historical street patterns, such as a grid system, as villages are expanded or redeveloped. The curvilinear pattern of suburban streets should be avoided.
- Preserve significant historic buildings and cemeteries.
- Promote new village-scale institutional uses such as schools, churches, post offices, libraries, fire stations, and other government offices to locate in the villages by collaborating with local institutions to remove or mitigate barriers that might impede location in villages, such as parcel configuration, parking and loading needs, and access.
- Require that off-street parking for uses other than single-family residential be behind the building. Appropriately designed on-street parking in front of commercial uses may be used.

Eagletown

Unique Characteristics

Eagletown is located on SR 32, west of the Town of Westfield. The planned widening of SR 32 may require demolition of the houses that front on that road. The only remaining historic land uses are the Journey Church and an old cemetery. The proposed Midland Trace and Eagle Creek trails will benefit this area, as does Little

Figure 35: Aerial photograph of Eagletown.

Eagle Creek, a natural feature that delineates the western edge of the Village. Sanitary sewer and water are planned in the near future, creating immediate development pressure on the north, east, and south sides.

Development Policies

- Preserve the remaining historic church and cemetery.
- Encourage design continuity on the north and south sides of SR 32.
- Encourage ground-floor retail with offices and apartment on the second floor.
- Require new development to be pedestrian friendly.
- Continue and build on historic street patterns where feasible.
- Promote new structures to establish a street presence by building at or near the frontage where feasible; discourage deep setbacks with large parking areas in fronts of buildings.

Appropriate Land Uses in Eagletown

- Food and entertainment
- Attached dwellings
- Detached dwellings
- Commercial, including retail and services
- Offices
- Institutional Uses

Implementation Tools

Zoning Regulations

- Establish an overlay district to enhance the character of the Village as redevelopment takes place.

Thoroughfare Plan

- Consider development of a median on SR 32 between the future expansion of Towne and Ditch Roads.
- Limit driveway cuts on SR 32 to minimize traffic conflicts in the village.

Jolietville

Unique Characteristics

SR 32 passes through Jolietville, and the planned widening of that road may require demolition of houses on both sides of the road. This Village also may see impacts from the Mule Barn/Shelbourne Road extension. The Midland Trace trail bisects this Village, and a small creek traverses it. There is a grouping of small residential lots along Joliet Road. It will be some time before public sewers and water will be available to Jolietville, so there is no immediate growth pressure.

Figure 36: Aerial photograph of Jolietville.

Development Policies

- Recognize that Jolietville has unique planning issues associated with the nearby Indianapolis Executive Airport. Specifically, any proposed residential uses should be reviewed in light of potential impacts associated with the airport. The airport authority should be consulted prior to any residential uses being approved around Jolietville. Nonresidential village uses that are not impacted by potential noise associated with the airport should still be considered. Finally, nothing in this policy should be construed as recommending industrial uses in Jolietville that would be contrary to the small scale village character envisioned in these policies.

Appropriate Land Uses in Jolietville

- Food and entertainment
- Attached dwellings
- Detached dwellings
- Warehousing
- Commercial, including retail and services
- Offices
- Institutional Uses

- Promote employment-intensive airport-related business uses.
- Create a transition area between this Village and the nonresidential uses adjacent to the Indianapolis Executive Airport.
- Use transitional land uses as buffers between the Village and rural residential development to the north and south.
- Continue and build on historic street patterns where feasible.

Figure 37: With its proximity to the Indianapolis Executive Airport, special review should be given to new residential development in Jolietville.

Implementation Tools

Zoning Ordinance

- Establish an overlay district to enhance the character of the Village.

Thoroughfare Plan

- Include an internal street in Jolietville and limit driveway cuts on SR 32 to minimize traffic conflicts in the village.

Hortonville

Unique Characteristics

Hortonville has a primary asset in the trail system: it is located on the future extension of the Monon Trail, and the proposed Little Eagle Creek Trail will connect to the Midland Trace and Monon Trails. It also has two active churches and a grain elevator. 206th Street connects Hortonville to Lamong. Sewer and water services are at a considerable distance from Hortonville, so there is no immediate growth pressure.

Figure 38: Aerial photograph of Hortonville.

Development Policies

- Encourage Hortonville to develop as a center for agricultural-related uses
- Ensure that the developing grid pattern on the west side of the Village is consistent with the existing grid on the eastern side
- Preserve the historic churches
- Continue and build on historic street patterns where feasible.

Appropriate Land Uses in Hortonville

- Food and entertainment
- Attached dwellings
- Detached dwellings
- Commercial, including retail and services
- Offices
- Institutional Uses

Implementation Tools

Zoning Regulations

- Establish an overlay district to enhance the character of the Village.

Thoroughfare Plan

- Establish an east-west bypass around Hortonville.

Lamong

Unique Characteristics

Lamong is essentially a crossroads, located on 206th Street, equidistant between Sheridan and Eagletown. Lamong is located on the future Towne/Lamong Road extension, and it will be impacted by this extension. It has little existing development and is expected to be the last of the villages to develop, as it will be the last to receive sewer and water services. A creek marks the west side of the Village, which has generally flat topography. Gas lines pass through the Village.

Figure 39: Aerial photograph of Lamong.

Development Policies

- Preserve the existing structures
- Promote businesses that support agriculture-related uses and services.

Implementation Tools

Thoroughfare Plan

- Establish a bypass around Lamong to preserve the existing structures

Appropriate Land Uses in Lamong

- Food and entertainment
- Attached dwellings
- Detached dwellings
- Commercial, including retail and services
- Offices
- Institutional Uses

Chapter 3: Downtown

DOWNTOWN INTRODUCTION

Founded in 1834 by Quakers, Westfield holds a special place in Indiana history. Westfield was a stop on the famed Underground Railroad and was a focal point of anti-slavery activity. Westfield's downtown is the historical center of the community, and it contains buildings representing the various stages in the town's growth and development. This chapter is intended as a starting point for downtown planning. As noted in the implementation section of this plan, the town needs a visionary plan for downtown, on that will generate community support and enthusiasm and serve as a call to action for downtown improvement.

VISION

The community's vision for the downtown is as follows:

Downtown Westfield is a village destination with community pride, unique businesses, outside eateries, busy with pedestrian traffic and families. It has an identity based on its Quaker roots and Underground Railroad heritage.

The downtown is the key to community identity for Westfield – Washington Township. As the community continues to grow with modern residential and commercial uses, it becomes more and more important to maintain a viable, healthy, and attractive historic downtown. A historic downtown provides an emerging suburban community with a sense of history and focus – it contributes greatly to community character. While Westfield – Washington Township may be moving beyond "small town" status from a numerical standpoint, having a healthy downtown can help to preserve that elusive "small town feel". A healthy downtown promotes a sense of place, and is embraced as a central part of the community vision.

LOCATION

The downtown is bounded by Hoover Street on the north, South Street on the south, Maple Street on the west, and Gurley Street on the east.

PREVIOUS PLANS

Several previous planning efforts have focused on Downtown Westfield. In 1977, James Associates completed a detailed analysis of the structures in the downtown and made

specific recommendations for improvement and renovation of individual structures. A key finding of the study is that the downtown is rich in buildings of architectural importance and that the area is of significant historical value.

The Westfield 2020 plan, prepared by HNTB in 1999, recommended a special downtown study to chart a course for revitalization. This study was begun but not completed. During the 1999 planning process, citizen input at public meetings listed the historic downtown as one of the top four features to preserve and protect in Westfield. Downtown improvements ranked among the top five issues for future consideration.

EXISTING CONDITIONS

Land Use Condition

Downtown Westfield contains a mix of uses: government and other institutional uses, retail, restaurants, and residential. The businesses typically are small and serve a small area. There are several two-story buildings focused at the intersection of Union Street and SR 32. Conversions of residences to businesses are common. Institutional uses include the Town Hall, the library, the Union Bible College, a nursing home, the Wesfield High, Middle, and Intermediate schools, the Chamber of Commerce, and several churches. Residences include single-family dwellings mixed with duplexes and apartments, many constructed from the 1930s to the 1950s. There also is a residential subdivision, Westlea, within the downtown. Downtown's traditional role as the focal point of the community and its collection of historic buildings are primary assets.

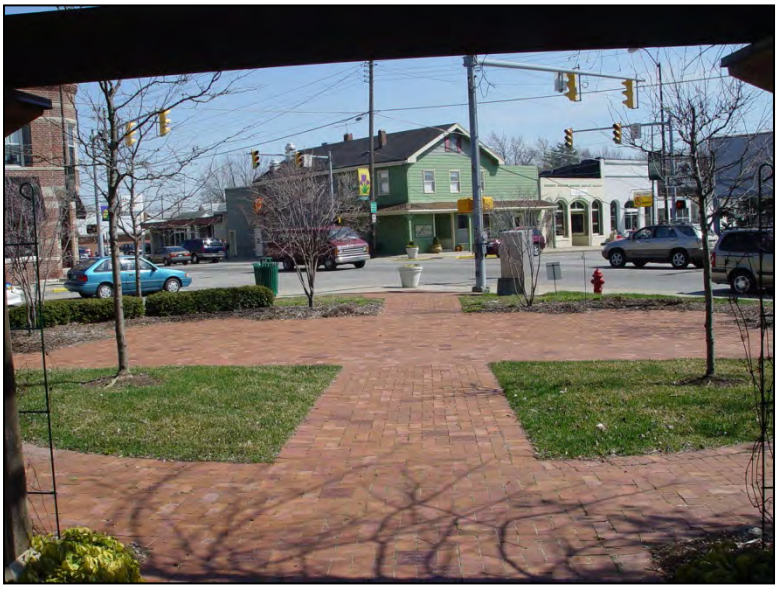


Figure 40: Downtown Westfield

There are several natural features and recreational amenities that enhance the downtown. The Midland Trace Trail runs south of SR 32 through the downtown area. The Natalie Wheeler Trail connects the downtown to Cool Creek Park along South Union Street. Asa Bales Park is located downtown adjacent to the historic Quaker cemetery. The Anna Kendall Drain runs through Asa Bales Park, crosses Main Street, and runs through the Midland Trace Trail. On the northwest corner of Union St. and SR 32 is Hadley Park, a passive park. Cool Creek is located on the south side of SR 32,

Traffic Flow

SR 32, a major thoroughfare, is Main Street in downtown Westfield. As a state highway, this road carries high volumes of traffic, including heavy trucks. There is a possibility

that the state will widen SR 32 to four lanes, an action that would have an enormous effect on downtown and threaten its long-term survival. Traffic backups at the SR 32/Union Street intersection are common. There also are downtown traffic backups when school is in session. Union Street currently dead ends to the north and south at US 31. The town's thoroughfare plan calls for Union Street to connect with East Street. This connection is a response to the proposed interchange at SR 32 and US 31, which will greatly affect downtown and will be a major intersection from the US 31 urban expressway. Right-of-way needs and the traffic in downtown, as well as truck traffic needs to be addressed. Frontage roads along US 31 will be extremely important to diverting truck traffic from the downtown area.

Parking

Parking is limited and in some cases poorly identified. The town has completed a study of existing downtown parking that documented a total of 733 spaces. The town is in the process of marking these for easier identification. There are two parking lots: one on Penn Street (across from Town Hall for employee parking), and a public parking lot at Asa Bales park. Common problems in Midwestern downtowns are that the parking does not provide easy access to businesses, the public perceives parking to be inconvenient, and parking is not well-marked. With the trend toward malls and shopping centers, drivers have become accustomed to clearly visible parking areas from which the businesses are visible. In many cases, downtown parking spaces are closer than the outlying spaces in huge shopping center parking lots, but people still perceive the parking to be less convenient.

Infrastructure and Streetscape

Westfield has many attractive buildings, but the public streetscape is not inviting. The area lacks street trees, benches, and lighting. Sidewalks do not meet current state and federal accessibility standards, and some are in poor repair. Street pavement is patched on a rotating basis, and is often in need of repair. Utility lines are above-ground, and the downtown lacks wayfinding signage. The creek creates some floodplain issues for downtown. There is a need for stormwater management and detention.

Figure 41: Aerial photograph of downtown Westfield.

PLANNING PRINCIPLES

Establish Identity

A current trend in establishing downtown identity is "branding": choosing a theme and symbol that are unique to the area. Westfield can use its Quaker roots and Underground Railroad heritage to create this identity. A symbol, such as the lantern than marked the havens o n the Underground Railroad, can be used to mark the downtown as a special destination.

Figure 42: Using a piece of history, such as this lantern, as a theme will help create a unique identity for downtown Westfield.

Improve the Appearance

Westfield's downtown can be a more attractive and inviting place than it is now. Streetscape and aesthetic improvements would greatly increase the appeal of downtown. Visual elements include the following:

- Attractive and effective street lighting. Lighting should be oriented toward pedestrian safety.
- Landscaping. Street trees and seasonal flowers are appealing to downtown visitors.
- Street furniture. Benches and attractive trash receptacles would enhance the downtown.
- Sidewalks and trails. Widening sidewalks, complying with ADA requirements, and choosing interesting paving materials improves pedestrian accessibility. A safe pedestrian crossing across SR 32 is needed. In Westfield, the downtown should be connected to the Midland Trace and other trails that are important community assets.

Figure 43: Quality design of architecture, streetscaping, and landscaping can all help maintain a vibrant downtown.

- Signs. Businesses should be encouraged to have attractive and effective signs.
- Architecture. Building design is critical to the identity and attractiveness of downtown. Appropriate standards must be developed and implemented in order to achieve the desired identity for Westfield.
- Underground utilities. While placing electric and telephone lines underground is costly, it greatly improves the appearance of a downtown.

Improve Traffic Flow

SR 32 is both an asset and a liability to downtown. It brings traffic to the area, and traffic represents potential visitors to downtown. Because this thoroughfare is primarily oriented to through traffic, most vehicles simply traverse the downtown without stopping. The town needs to engage in traffic planning to encourage the downtown as a destination and as a safe place for pedestrians. Other communities, such as Noblesville, with similar highway issues have successful downtowns. The town needs

to work with the Indiana Department of Transportation to seek cooperative planning efforts for this area. One goal of this coordination would be to reduce truck traffic in the downtown.

Improve Parking

Parking is critical to the success of downtown. People will not visit places where parking is difficult. A challenge for downtowns is that there often is a perception that parking is unavailable, because parking locations are less visible and obvious than they are in shopping malls and strip centers. The town needs to ensure that parking is plentiful, attractive, and easy to find. Parking areas should be carefully designed so that they enhance rather than discourage pedestrian activity in downtown. Off-street parking areas should not be located directly on Union Street or State Road 32. Surface parking should not interrupt the line of businesses along downtown streets. Effective wayfinding programs can direct traffic to parking areas that are off of the main streets.

Promote Pedestrian Friendliness

The most successful downtowns are filled with pedestrians; they are "walkable." Westfield's plan for downtown should pay special attention to providing a safe, inviting atmosphere for pedestrians.

Promote Activity

A key to making downtown a destination is activity that attracts people to the area. Festivals and events help build identity and bring people to the area. The plan for downtown should include a community gathering space such as a park or plaza where downtown events can take place. Elements that build on the town's history, such as an Underground Railroad museum, could help make the downtown a destination for tourists. Kiosks and self-guided tours could be used to inform visitors of Westfield's rich history.

Figure 44: Pedestrian friendliness and activities that attract people downtown are key planning principles.

Downtown businesses are the primary source of activity. Interesting shops and restaurants, entertainment and public buildings all attract people to the area. The

downtown plan and the community economic development plan should contain strategies for business development and retention.

Realize Redevelopment Opportunities

There are several sites in the downtown that have potential for redevelopment for uses that would help revitalize the area and attract visitors to downtown. These sites include but are not limited to the following:

- Heffern Auto site
- Park Street area: vacant houses with potential to be converted to townhomes or other uses
- Union and SR 32: Potential to convert existing residences to business and office uses
- SR 32 (south side): the possible expansion of the highway may produce opportunities to redevelop property farther back from the road.

Figure 45: Potential redevelopment opportunities exist throughout downtown including the area around Union Street and State Road 32.

- Town Hall block: potential to be redeveloped as Town Hall expands or rebuilds
- Residences around Union Bible College could be redeveloped over time for businesses or residences that would better complement the downtown.

DEVELOPMENT POLICIES

The following development policies will guide the town in future planning efforts.

- Provide adequate public parking as new uses are developed and reuse takes place.
- Relocate employee parking away from the store fronts.

- Encourage new development to be urban in form, with the buildings located close to the street.
- Promote downtown as a growth area and a destination.
- Develop a unique image for downtown Westfield.
- Encourage traffic that provides multiple opportunities for making the area a destination.
- Encourage downtown development that will complement the visual and aesthetic value of the entire town.
- Encourage landscaped open space in downtown.
- Encourage development of the Midland Trace Trial and the junction with the Monon Trail in the downtown.

LAND USE

The downtown needs a healthy and appropriate mix of land uses to create vitality and activity. Downtowns have unique considerations for land use: in other areas, any of a range of uses may be permissible, while in the downtown, a healthy mix of uses is critical to success. For example, the downtown is traditionally the seat of government, and maintaining this role enhances community identity and brings people to the downtown. Similarly, it is important that there be downtown residents to bring activity outside of working hours and create liveliness in the area. Public spaces, such as plazas and parks, are needed to accommodate downtown activities. Desired land uses for the downtown include the following:

- Commercial
- Offices
- Retail
- Residential (especially traditional neighborhood development)
- High density residential
- Cottage Industries
- Institutional
- Entertainment
- Parks, plazas, or other open spaces

Figure 46: Denser housing in a traditional neighborhood design should be encouraged in the downtown area.

DOWNTOWN IMPLEMENTATION TOOLS

- Downtown Plan
  - Prepare and adopt a detailed plan for downtown development and redevelopment, including an urban design component and market study. This plan should be a specific action plan for downtown, identifying specific projects and containing timetables for their completion.

Figure 47: Downtown nonresidential uses may include office or commercial uses.

  - See Appendix F, Grand Junction Addendum, for the Downtown Plan (February 2009).
- Zoning Ordinance
  - Create a downtown district with standards for parking, setbacks, landscaping, lighting, building scale and mass that are appropriate to the area.
  - Establish design standards for downtown development.
  - Develop a sign code that will create a unique downtown identity.
  - Establish standards for conversions of residences to other uses.
  - Create and implement a review process for considering changes and improvements in downtown.

Figure 48: Downtown development standards may include special standards for building design, signage, colors, and/or lighting.

- Prepare and adopt a parking plan for downtown.
- Prepare and adopt a traffic management plan for downtown; partner with INDOT as necessary. This plan should include policies aimed at reducing truck traffic in the downtown.
- Prepare and adopt a pedestrian circulation plan for downtown.
- Establish "branding" for downtown.
- Establish a public/private partnership to enhance the downtown Investigate funding sources and mechanisms for downtown improvements.
- Establish a capital improvement program aimed at enhancing the downtown.
- Consider forming a redevelopment commission to spearhead downtown improvements.
- Create a downtown stormwater detention area to encourage more downtown development.

Chapter 4: Implementation

IMPLEMENTATION INTRODUCTION

Effective comprehensive plans are both visionary, as well as being practical guides to future development. A plan that is impossible to implement is not a useful guide for decision-making. This plan attempts to provide a vision, balanced with the ability to achieve that vision.

This chapter describes tools that Westfield can use to make its plan a reality. Many of these are related and mutually supportive. In the short- and mid-term, it is important that some of these plans and ordinances techniques be adopted to accomplish high priority plan objectives.

Communities differ greatly in their commitment to planning and adherence to adopted plans. Balancing community interests with individual property rights can be tricky. Some communities opt for strict regulation and a variety of regulatory tools to implement their plans. Others rely more on incentive approaches, while still others foster voluntary compliance with the policies in the comprehensive plan. Westfield must choose the tools most adapted to its citizens, taking into account the degree of commitment to the planning process and local tolerance for land use regulation.

The land use chapter of this plan lists potential implementation tools for the various categories of land use. This chapter expands upon those tools and explains them in more detail. It also contains a strategic implementation plan that assesses the importance of the tool and the time frame for its completion.

This chapter organizes implementation approaches into three broad categories: special plans that should be prepared for specific purposes, land use regulations that should be modified or adopted, and procedures that should be instituted or improved.

SPECIAL PLANS

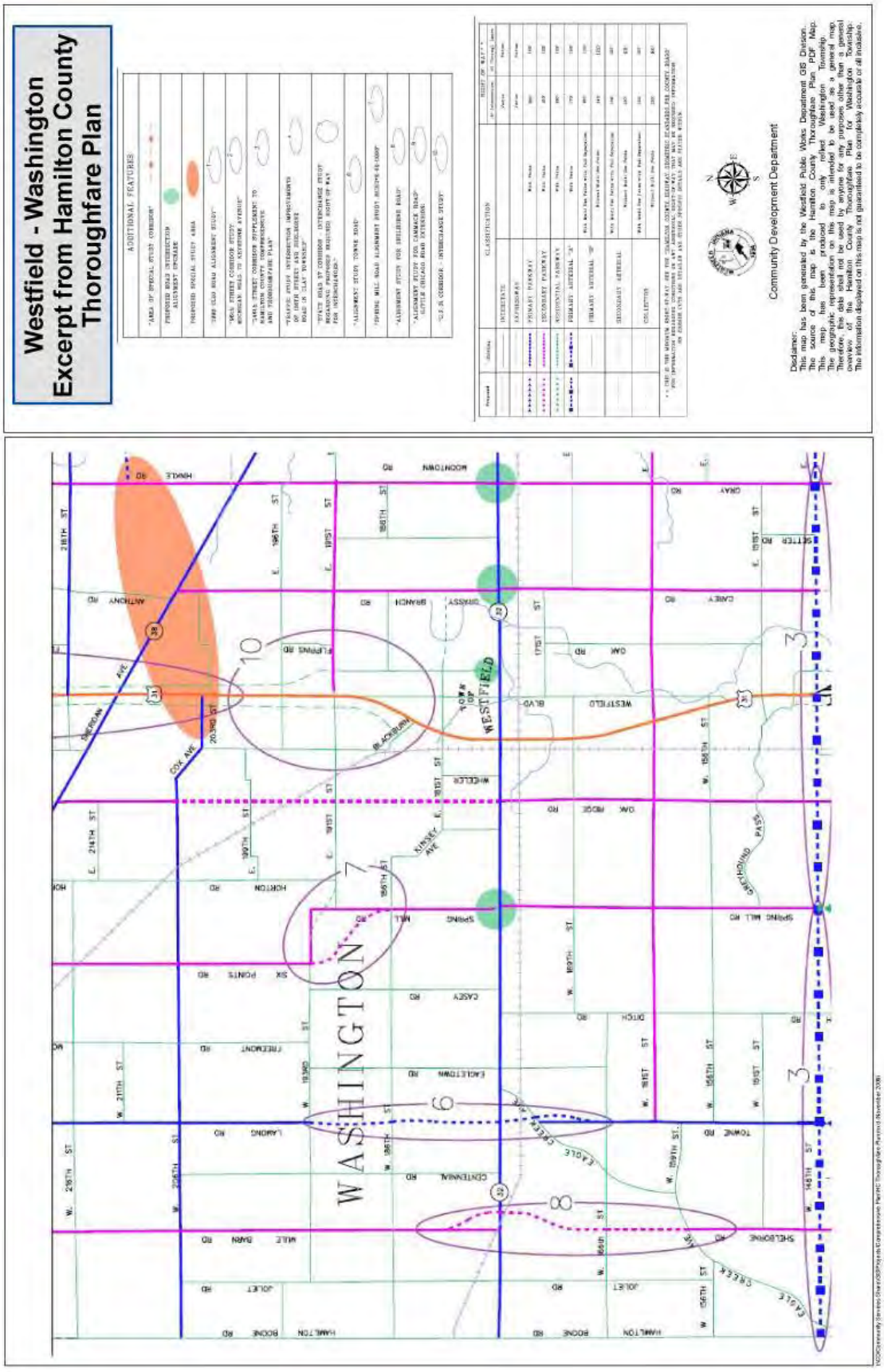
Because this plan is general in nature, it cannot address issues in detail. Additional plans that address special topics or geographic areas are needed.

Thoroughfare Plan

The town's Thoroughfare Plan should be continually re-evaluated and updated relative to land use trends and plans. This plan should be as detailed and specific as possible, showing street classifications for all streets in the town and township, locations of future arterial and collector streets, and any proposed realignments of existing streets. The plan should contain clearly drawn typical cross sections for each classification of street. It also should include policies relating to vehicular circulation. It is particularly important that future major road corridors be identified, with policies put into place to reserve adequate rights-of-way. This plan also should contain policies for development of trails and other pedestrian facilities and bicycle lanes.

The town can determine when and where to extend and improve streets and can require that the street system be adequate to support new development. It can require developers to improve streets. The town also has authority over the design of new streets & intersections. New development must have a means of connecting to the existing street system. By deciding where intersections are permitted, the town can control the location of new subdivisions.

Because roads do not dead-end at jurisdictional boundaries, the town and township should work cooperatively with Hamilton County in planning for the future. There should be an overall plan for streets and highways, as well as trails and bicycle lanes, together with agreements on maintenance of these facilities.


Westfield - Washington
Excerpt from Hamilton County
Thoroughfare Plan
ADDITIONAL FEATURES
CLASSIFICATION
RIGHT-OF-WAY
Community Development Department
Disclaimer:
WASHINGTON
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Access Management Plan

Smooth traffic flow is affected by many factors. An important element is how access to individual properties is managed. Driveway spacing, combined access, medians, left turn lanes, passing blisters, and frontage roads all are used to allow adequate access to properties while maintaining efficient traffic flow. Traffic control devices such as traffic signals also can be included. The town would benefit from preparing and adopting an access management plan to serve as the basis for related regulations in the zoning and subdivision control ordinance and as guidance for site plan review. The benefit of good access management, in addition to improved safety and convenience, is that it can maximize the capacity of roads.

Parks and Recreation Plan

Most Indiana communities adopt park plans that meet the minimum requirements to retain eligibility for state funding for park projects. Often these plans do not have the breadth nor the level of detail needed to provide effective guidance for future development. This plan should contain an inventory of recreational facilities and an analysis of future recreational needs. There should be policies regarding the provision of future recreational facilities. These should address such issues as the types of facilities needed to support population growth, locational criteria, the means of acquiring land and funding for recreational facilities, ownership of the facilities (public or private), and responsibility for long-term maintenance of recreational facilities. The park and recreation plan will serve as the basis for future requirements for dedication of parkland in conjunction with new development, contributions to the development costs for these facilities, and homeowner responsibility (if any) for maintenance.

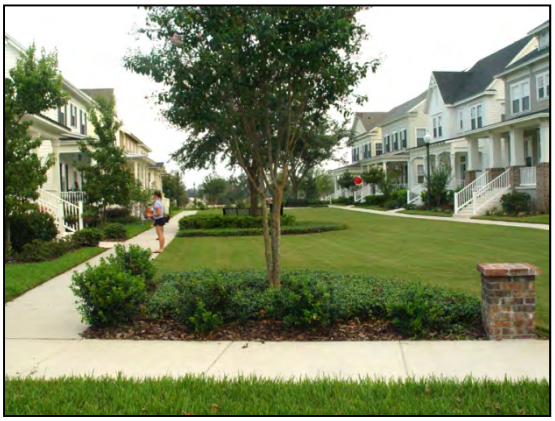
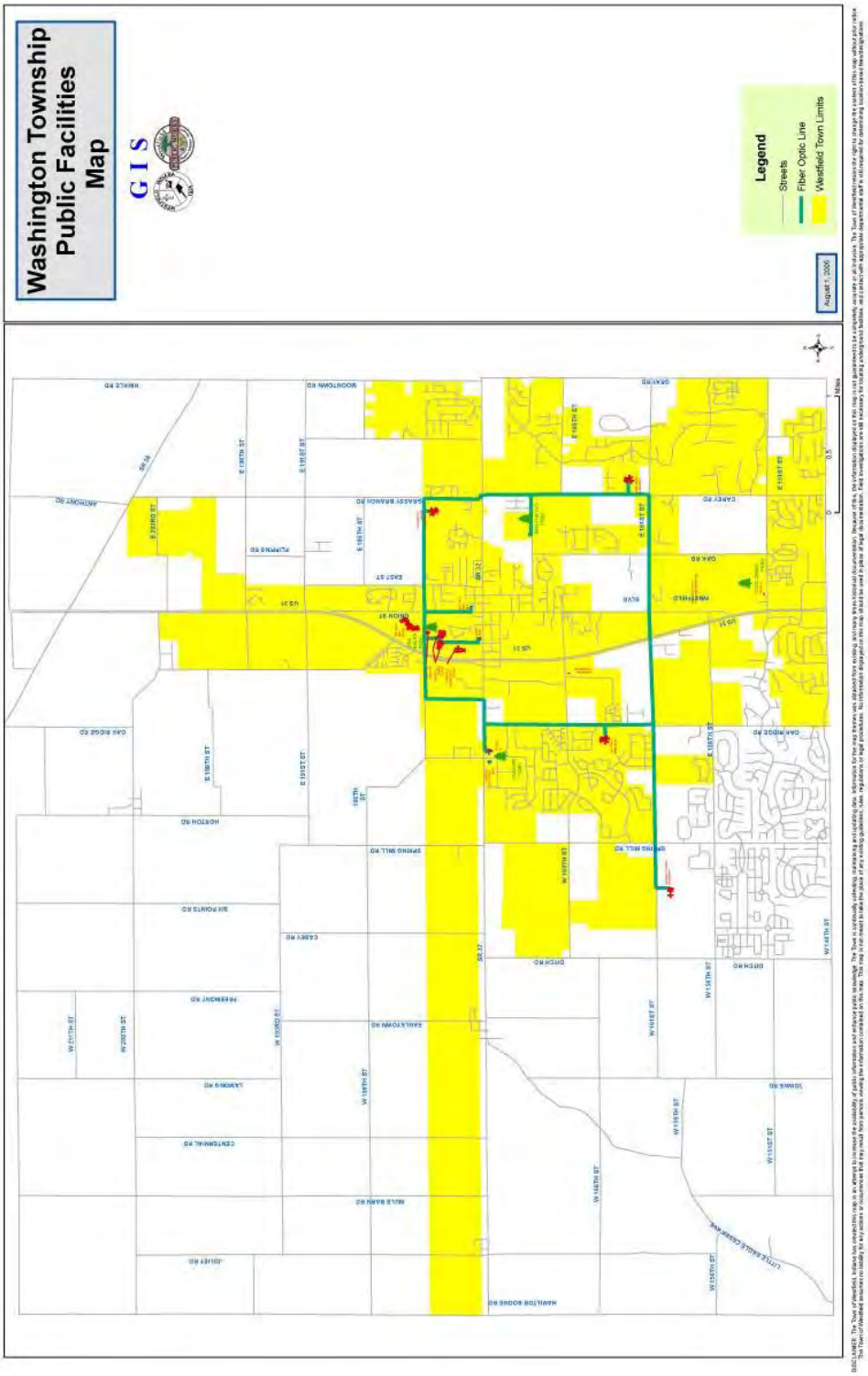


Figure 49: The city and township need to plan for an appropriate range of parks and recreational areas that may range from formal urban parks to large regional open spaces.

One issue to be addressed in this plan is multi-jurisdictional planning with including the town and the township. A combined parks and recreation department should be explored.



Utility Plan

Westfield does long-range planning for the extension of sewer and water services. Development is greatly affected by the availability of utilities, and utility planning should be coordinated with land use planning to the extent possible. As a minimum, the two documents should be reviewed for consistency and updated regularly. Development should not be permitted where adequate utilities are unavailable, and development should be timed to coincide with utility extensions.

City policies determine the circumstances under which connections may be made to existing sewer and water systems and the costs for those connections. Policies regarding these connections should be formulated or reviewed in relation to this comprehensive plan.

Understanding the impacts of new development on the existing infrastructure can be costly. Many communities require developers to pay for the studies necessary to determine these impacts. Some allow developers to hire consultants to do the necessary studies, while other cities hire the experts themselves and require the developers to pay for the studies. The second approach is intended to provide more objective reports.

Pedestrian and Bicycle Circulation and Trail Plan

One of Westfield's unique assets is the trail system. The Monon Trail, the Midland Trace Trail, and other trails within the town and township provide the basis for connecting recreational, residential, and civic areas in the community. The town should have an overall trail and circulation plan for bicycles, walkers, and equestrians. This plan will be used as a basis for regulations relating to preserving the trail rights-of-way and payment for trail development. This plan should include a connectivity map that shows existing connections and gaps and provides for future connections.

Figure 50: Improved pedestrian/bicycle trail.

Economic Development Plan

Westfield residents are interested in promoting economic development to broaden the tax base and provide employment opportunities. Effective economic development requires a carefully conceived strategy. The town needs to determine the types of businesses it wants to attract and the appropriate locations for those businesses. Some communities find it necessary or at least desirable to develop business park infrastructure such as roads and utilities. The town should prepare a strategic plan for this purpose. It is important that the plan be realistic in its assessment of the businesses that are likely to be attracted to Westfield. The plan also should detail the infrastructure needed to support its desired economic activities, and the plan should include a means of building and paying for that infrastructure. See Appendix F, Grand Junction Addendum, for the Downtown Plan (February 2009) and see Appendix G, Family Sports Capital Addendum, for the Family Sports Capital of America initiative (October 2009).

Corridor and Other Special Area Plans

A key element of these plans is the enhancement of the major highway corridors that serve Westfield. The town needs to prepare corridor plans and other special area plans as called for in Chapter 2 that identify each corridor or area and establish the design principles that apply to each one. These plans should address landscaping, building setbacks, building heights, building materials, building design, and site design. They should be coordinated with the access management plan.

Figure 51: State Road 38 Corridor.

Downtown Plan

Westfield's downtown occupants are actively involved in thinking about the future look of the downtown. This plan contains some general development guidelines and policies, but a more detailed specific plan for downtown is needed as further detailed in Chapter 3. This plan should address infrastructure, building design and maintenance, land use, and streetscape. The town may wish to consider the resources available from the Indiana Main Street Program in this planning effort.

This plan should be as specific and detailed as possible, listing projects to be undertaken, assigning responsibility for their completion, and identifying funding sources. Ideas such as the lantern as a symbol, the Underground Railroad museum, and downtown tours should be spelled out in detail. It should detail the streetscape plan: trees, street furniture, flowers, and lighting should be clearly shown. The plan should be visionary and graphic. It should generate community enthusiasm to tackle the projects necessary to make the vision a reality.

See Appendix F, Grand Junction Addendum, for the Downtown Plan (February 2009).

ORDINANCES

Zoning

The zoning ordinance is the primary tool for implementing land use policy. The first zoning ordinance in the U.S. was adopted by New York City in 1906, and it was largely designed to decrease fire hazards by limiting building heights and providing more space between buildings. Zoning ordinances can be simple or complex, and they can achieve a variety of goals. Early zoning ordinances set forth lists of permitted and prohibited uses. Usually the uses permitted were set forth in pyramid fashion; that is, a use allowed in a C-1 commercial zone is also allowed in C-2, and those allowed in C-2 are allowed in C-3 and so forth. Many were pyramidal even between categories: residential uses were allowed in commercial districts, while both residential and commercial uses were allowed in industrial districts. During the 1950s and 1960s, many communities shifted to a strict separation of land uses, a practice that more recently has been criticized for creating sterile, inconvenient environments.

Throughout this planning process, a frequent criticism of the town is that it failed to prepare and adopt implementing ordinances for the 1999 plan. The current ordinance is in many cases a deterrent rather than a help in achieving desired development patterns. The town needs to place a high priority on the timely development of a new zoning ordinance that is aimed at implementing this plan and achieving community goals. Among the topics this ordinance should address are the following:

Topics the zoning ordinance should address:

- Lot sizes and densities, including density bonuses (in Conservation Subdivisions)
- Housing types
- Site design standards
- Architectural standards
- Impact assessments, including fiscal analyses, traffic studies, and effect on existing levels of service
- Appropriate land uses and contiguity of development
- Connectivity
- Signs
- Lighting
- Landscaping
- Park, open space and recreational facilities
- Pedestrian circulation and trails
- Infill development
- Conversions
- Infrastructure and services
- Traditional neighborhood development
- Buffering &Transitions
- Farmland protection
- Natural resource protection
- Village development
- Business and industrial parks
- Commercial centers
- Overlay districts for special uses (such as corridors)

The town should incorporate more modern, innovative zoning tools into its new ordinance, to better meet the needs of the community. Examples of tools that the town should consider are:

- Performance-based zoning. Requirements based upon the characteristics of a use, rather than on the category of use. A conventional zoning ordinance might list a printing plant as a permitted use in a particular district, thus treating a quick-print franchise in the same manner as a large commercial printing facility. Under performance-based zoning, the ordinance would instead regulate the size of the building, the amount of traffic it could generate, the types of vehicles making pick-ups and deliveries, and so forth.
- Planned Unit Development. Some zoning tools, such as planned unit development provisions, promote flexibility. Planned unit developments typically are intended for large parcels where mixed-use developments are proposed. These require up-front planning and design.
- Density standards. These apply primarily to residential development. For example, rather than requiring each lot to contain at least 10,000 square feet, density controls would set a maximum density of four units per acre. Individual lots could be smaller, provided that the overall density of a development does not exceed this maximum. Several types of density controls are used. Note that density standards can be used to regulate either maximum or minimum density.
    - Maximum density requirements. These are designed to offer design flexibility and preserve open space while controlling the number of units that can be built.
    - Minimum density requirements. A recent planning trend is to create closer-knit neighborhoods by reducing lot sizes and increasing density. These requirements also conserve land.
    - Density bonuses. These are used as an incentive for more creative design. A base density is established, along with a maximum density. The maximum is available only if creative design principals are employed. Many developers use the simplest possible means of designing subdivision layout, which often means straight roads with lots of identical size and shape along these roads. Density bonuses can be used to encourage more creative design.
- Design and architectural controls. Design controls can be used to help create community character. In recent years, cities such as Seaside, Florida, have been developed according to zoning codes based primarily upon design standards. These ordinances often contain more illustrations than words, and they are

intended to achieve a certain community character. Traditional Neighborhood Development zones and Historic Districts are examples of design and architectural controls. Some cities have architectural standards which are applied to all new construction. These can be aimed at creating preserving a certain style or conversely, toward prohibiting a monotonous appearance. Others are used to promote consistency within neighborhoods. Typically these include regulations on building style, facade appearance, rooflines, size and scale. An older neighborhood with small-scale buildings can be destroyed by construction of a big-box discount store. These regulations prevent that type of development.

There are many possible components of this type of regulation. For example, in a downtown setting, where buildings are close to the street, the town might adopt a "build-to" regulation rather than a "setback" regulation, requiring all buildings to be a maximum distance from the street. Sign controls and landscaping requirements often fall into this category, although they have multiple purposes (traffic safety, environmental benefits, etc.). These are used to create or protect a certain neighborhood character such as a downtown. They also can be used to ensure compatibility of new neighborhoods with old ones.

Subdivision Control

Participants in the planning process want Westfield's future neighborhoods and nonresidential developments to create and enhance a unique character for the community. The patterns of development are largely determined by the manner in which land is subdivided for future development. The town needs to place a high priority on preparation and adoption of a new subdivision control ordinance that embodies the development principles contained in this plan for both residential and nonresidential areas. Among the items this ordinance should address are the following:

- Lot layout
- Location, type and amount of open space
- Compatibility of new and existing development
- Infrastructure requirements (streets, traffic capacity, sewer and water)
- Connectivity
- Traffic calming

- Conservation subdivisions
- Rural subdivisions
- Availability of public services
- Provision of parks and open spaces
- Pedestrian circulation and trails
- Protection of natural topography and natural features
- Protection of historic structures and sites
- Drainage and stormwater management
- Fiscal impact of development

The town has expressed particular interest in innovative subdivision controls that will produce less sterile, more creative neighborhood designs. The concept of Conservation Subdivisions, pioneered by Randall Arendt, should be incorporated into the new ordinance. Key components of these developments are the following:

- Desirable building locations are selected before the street layout is determined. This practice results in varied lot layouts and building setbacks, as well as open space orientation for each house,
- Substantial open space
- Single-loaded streets
- Clustering of houses
- Preserved natural resources and topography
- Perimeter buffering
- Rural street patterns

Land Purchase

The most effective way to control the use and development of land is to purchase it. Some communities have active land purchase programs, with parcels of critical importance identified and scheduled for public purchase. These lands can be held by the town as open space, they can be leased to other users, or they can be sold with restrictions.

Impact Fee Ordinance

Westfield assesses fees for new development. Indiana law authorizes communities to use impact fees for specified costs, including the following:

- Directly related costs of construction or expansion of infrastructure (including parks) that is necessary to serve the new development, including reasonable design, survey, engineering, environmental, and other professional fees that are directly related to the construction or expansion.
- Directly related land acquisition costs, including costs incurred for the following:
  - Purchases of interests in land.
  - Court awards or settlements.
  - Reasonable appraisal, relocation service, negotiation service, title insurance, expert witness, attorney, and other professional fees that are directly related to the land acquisition.
- Directly related debt service, subject to Section 1330 of the Indiana Code.
- Directly related expenses incurred in preparing or updating the comprehensive plan or zone improvement plan, including all administrative, consulting, attorney, and other professional fees, as limited by Section 1330 of the Indiana Code.

Indiana statutes require complex and detailed plans before impact fees can be assessed. The impact zone must be defined, along with existing levels of service. The fees can be used only to maintain the level of service, not to improve it.

PROCEDURAL TOOLS

The town needs to institute processes and procedures that will assist in achieving the type of development that is desired. These include the following:

Development Review

As the town considers future requests for rezonings, subdivisions and possibly amendments to this plan, there should be a development review process that considers the key issues in the context of this plan:

- The overall pattern of development;
- Promoting contiguity;
- Discouraging inefficient sprawl;
- Orderly expansion of infrastructure

Design Review

Many of the policies in this plan relate to quality design: variety in lot layout and building location, appropriate buffering, proper relationships between buildings and between buildings and the street, etc. The town needs a review process to ensure that adopted standards are met.

Design Manual

This manual would serve as a visually oriented guide to building and site planning. Its purpose is to supplement the policies with photographs and drawings that illustrate the planning principles and types of development that the town desires. This manual would be a formally adopted policy document, referenced in the zoning ordinance.

Landscape Design Manual

This manual could be a separate document or it could be included as part of the design manual. It would illustrate types of landscaping appropriate to accomplish different purposes (buffering, lessening the visual impact of parking lots, softening the streetscape, etc.). It might also include recommended and prohibited plant lists, minimum standards for plant sizes, and planting and pruning information. As with the

design manual, the town would establish a formal process for adopting and amending this document.

Fiscal Impact Methodology

The Town needs to adopt a consistent methodology for determining the fiscal impact of new development. The policies call for new development to pay its own way, rather than place extra financial burdens on taxpayers. In order to ensure that the burdens placed on new development are fair and consistent, there must be a uniform means of calculating the impact of growth. The town should investigate the possibility of using a fiscal impact model to accomplish this purpose.

Intergovernmental Coordination

The town and township are separate legal entities, but their interests are intertwined, and development in one affects the other. Similarly, actions of neighboring municipalities and of the State of Indiana have dramatic impact on Westfield. The town should take the lead in promoting dialogue and cooperation among these jurisdictions.

Figure 52: Dialogue, such as that which took place amongst residents during the comprehensive planning process, should be expanded to incorporate dialogue between jurisdictions.

Similarly, the town is affected by actions of the State of Indiana, Hamilton County, the City of Indianapolis, and the Airport Authority. The town should foster cooperative efforts to plan for thoroughfares, trails, bicycle paths, parks and recreational opportunities, corridor development, and airport-related development.

IMPLEMENTATION SCHEDULE

The table below lists the action items needed to implement this plan and assigns a general time frame to each item. For each task, a "lead agency" is listed. This agency may not actually perform the work; some work will be done by outside consultants, some by other town departments and agencies. It is important, however, to assign responsibility for each item to a full-time department or employee of the town.

Activity	Lead Agency	Tasks to be completed:			Ongoing
		Short-Term (1-2 Years)	Medium-Term (2-3 Years)	Long-Term (3 Years or More)	
Thoroughfare Plan	Planning and Public Works Departments				X
Access Management Plan	Planning and Public Works Departments		X		
Parks, Open Space, and Recreation Plan	Planning and Parks Departments	X			
Utility Plan	Planning and Public Works Departments				X
Pedestrian Circulation and Trail Plan	Planning, Parks, and Public Works Departments				X
Economic Development Plan	Town Manager	X			
Corridor Plan	Planning and Public Works Departments			X	
Downtown Plan	Planning Department and Downtown	X			

	Committee				
Zoning Ordinance	Planning Department	X			
Subdivision Control Ordinance	Planning Department	X			
Development Review Process	Planning Department	X			
Design Review Process	Planning Department		X		
Design Manual	Planning Department		X		
Intergovernmental Cooperation	Town Council, Township Board				X
Fiscal Model	Planning Department		X		

Appendix A: Glossary

DEFINITIONS

Access Management Plan: A plan for promoting smooth traffic flow by establishing standards for access to property. This plan would address issues such as driveway locations and separation distances, frontage roads, passing blisters, left turn lanes, and traffic signals.

Artisan Farm: A small farm with owners living on site that produces goods or services for the local table market (not the commodity market). This term includes but is not limited to orchards, tree nurseries, hay, vegetables, and the raising of limited numbers of animals such as horses, llamas, alpacas, sheep, goats, and chickens.

Commodity Farm: Large-scale commercial farming producing goods for large markets, rather than small local markets, such as farmers markets or local food stores.

Conservation Subdivision: A residential development designed to maximize open space conservation and create an interconnected network of permanent open space.

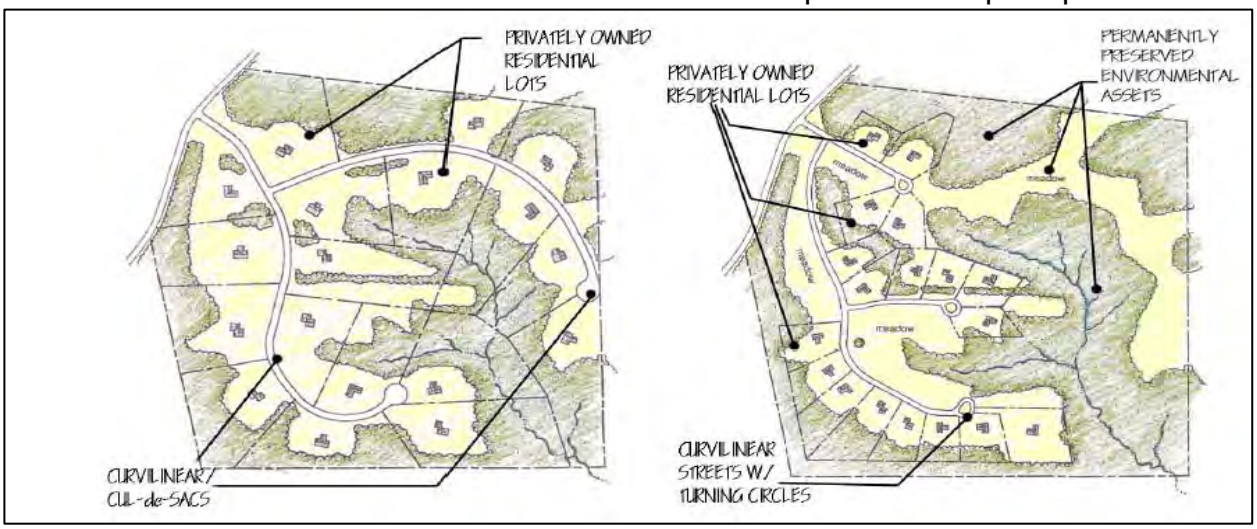


Figure 53: Illustrative example of a conservation subdivision. Source: Randall Arendt.

Design Manual: A booklet containing text and drawings and/or photographs to illustrate the types of building design and site layout the town desires. The booklet is descriptive, but not prescriptive.

Fiscal Sustainability: The ability of a community to maintain a high level of public services and infrastructure while keeping property tax rates manageable.

Infill Development: The development of vacant parcels of land, and the demolition, reconstruction, or substantial renovation of buildings or underutilized sites that may have been previously developed.

Pedestrian Facilities: Sidewalks, trails, paths or any combination thereof designed to accommodate pedestrians.

Primary Conservation or Natural Area: An area consisting of any of the following:

- Wetlands
- Upland Woods
- Orchards
- Steep Slopes (>12%)
- Streams, creeks
- Pastures
- Prairies

Reforestation Buffer: A buffer, typically 100 feet or more in width, that is planted in native trees, shrubs, and grasses that provide privacy and serve as animal habitats. Reforestation buffers typically are low- or no-maintenance areas containing a mix of species providing a natural look to the landscape.

Rural: Pertaining to the country or country life, typically characterized by agriculture and natural open space.

Rural Subdivision: A large-lot subdivision, on parcels no larger than 20 acres with no lot smaller than 3 acres, sharing a common private drive

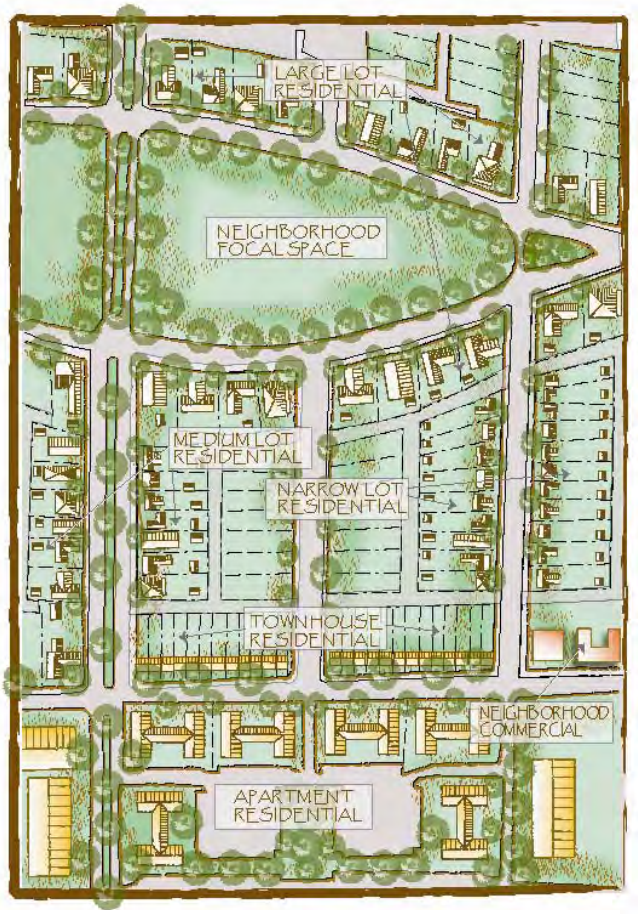


Figure 54: Illustrative examples of a TND.

or street.

Traditional Neighborhood Development (TND): Development that creates compact mixed use neighborhoods where residential, commercial and civic buildings are within close proximity to each other.

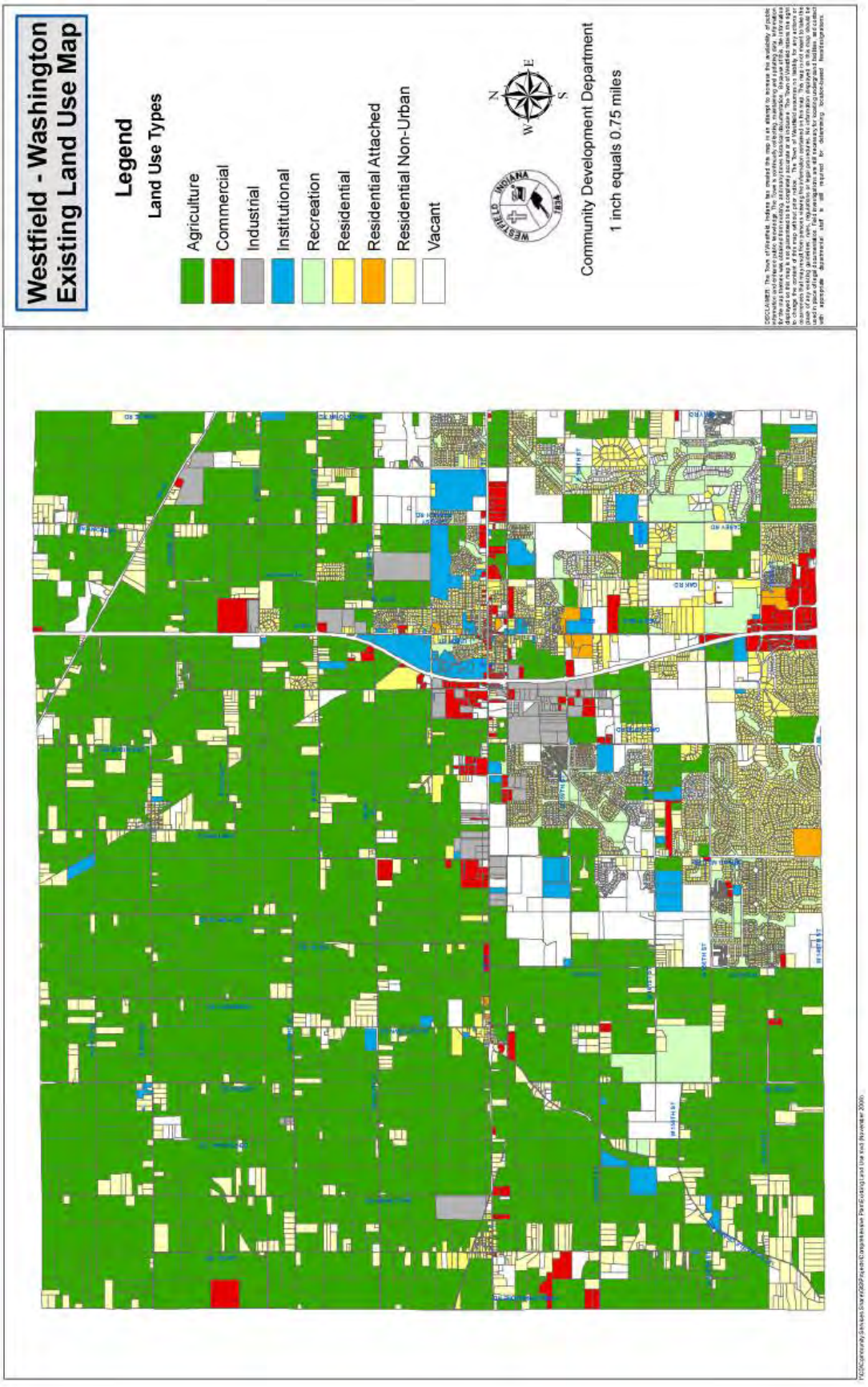
Traffic Calming: A combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users.

Appendix B: Additional Mapping

EXISTING LAND USE

The following is a summary of the existing use of land in Westfield-Washington Township as illustrating in the Existing Land Use Map on the following page.

Existing Land Use		
Land Use	**Number of Parcels**	**Acres**
Agriculture	979	21,526
Commercial	323	769
Industrial	120	647
Institutional	124	830
Recreation	333	1,160
Residential	7,203	2,746
Residential Attached	410	155
Residential Non Urban	975	3,031
Vacant	1,564	3,419
Source: Town of Westfield – August 2005		


Westfield - Washington
Existing Land Use Map
Legend
Land Use Types
Agriculture
Commercial
Industrial
Institutional
Recreation
Residential
Residential Attached
Residential Non-Urban
Vacant
N
E
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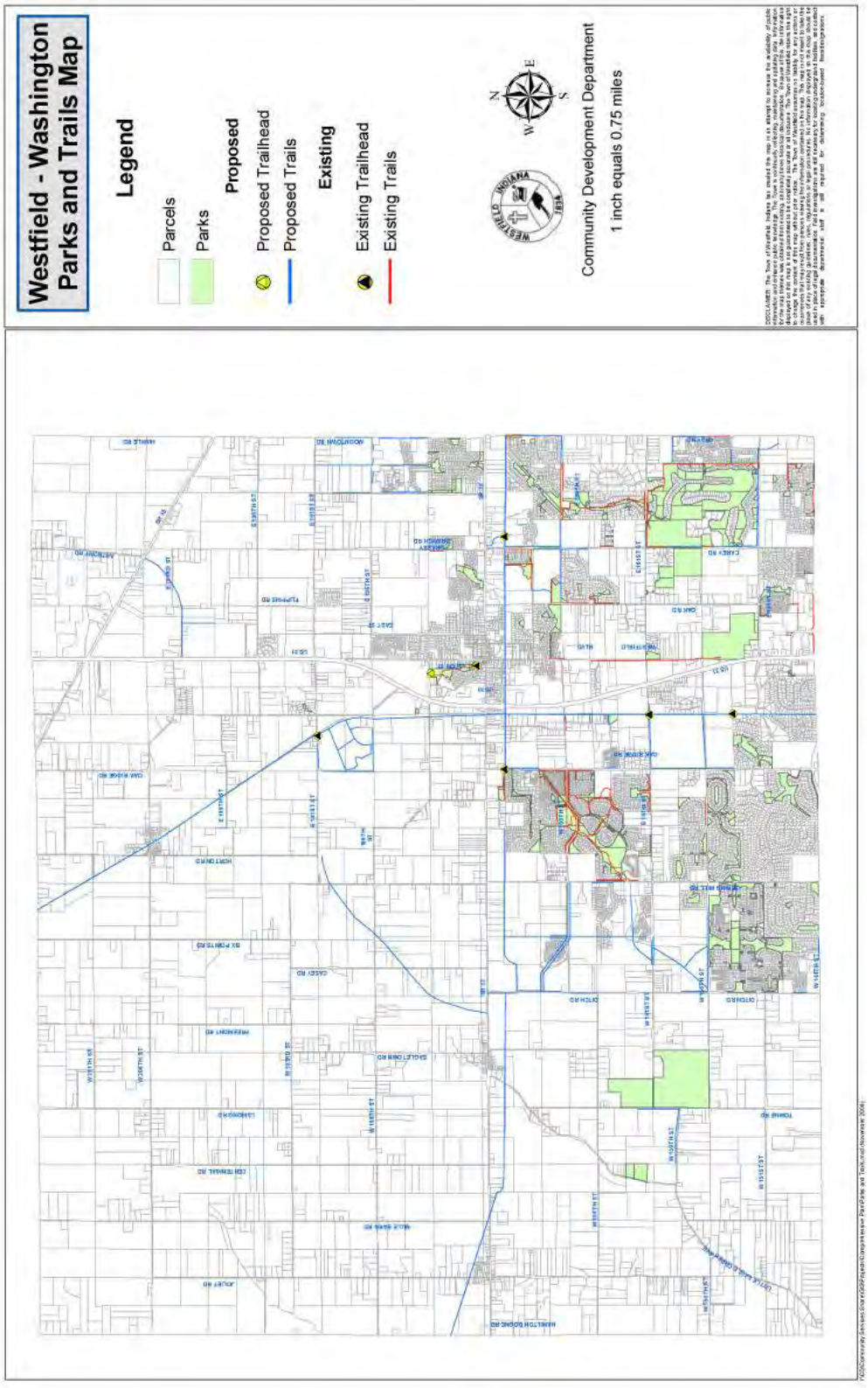
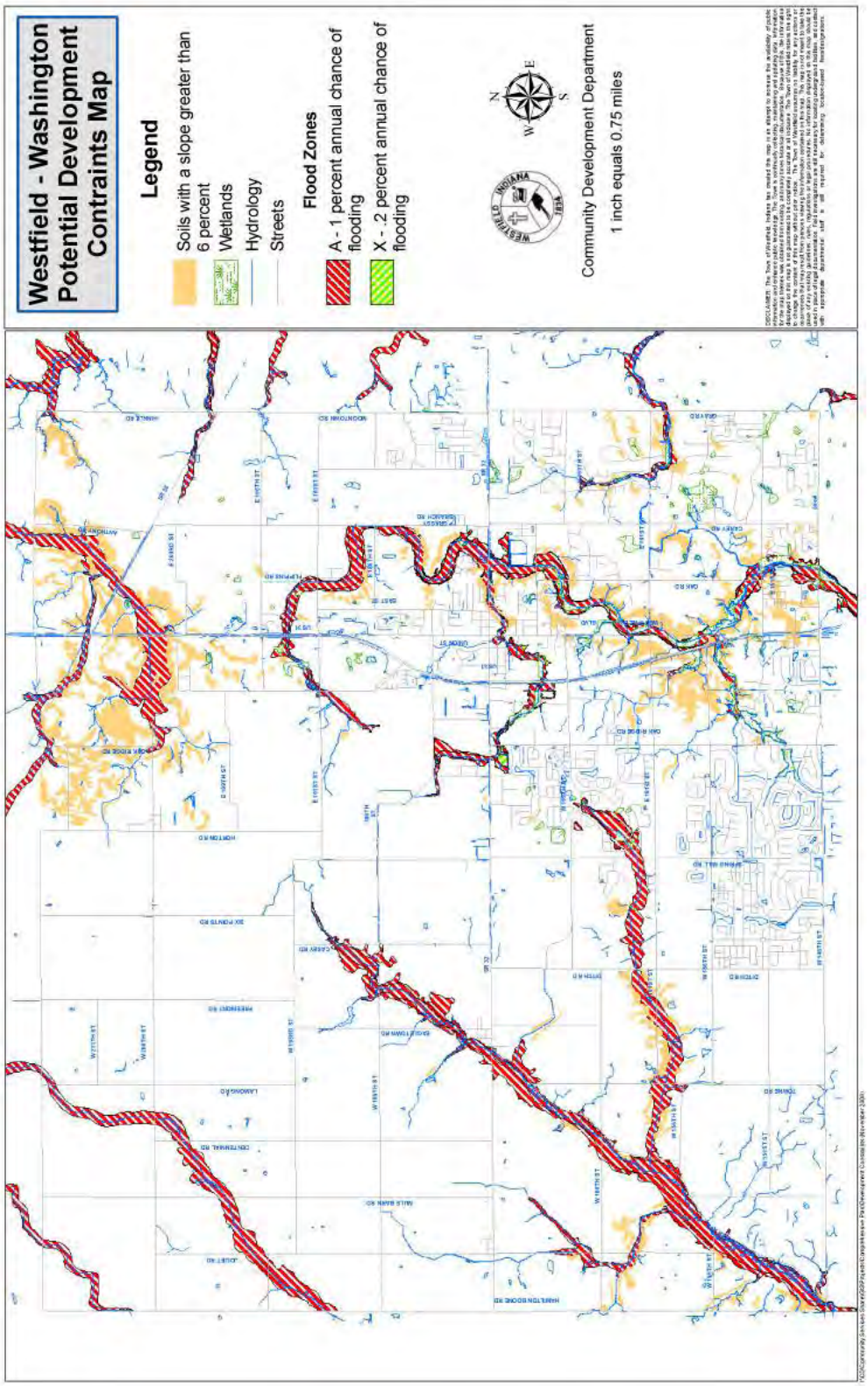
W
Community Development Department
1 inch equals 0.75 miles

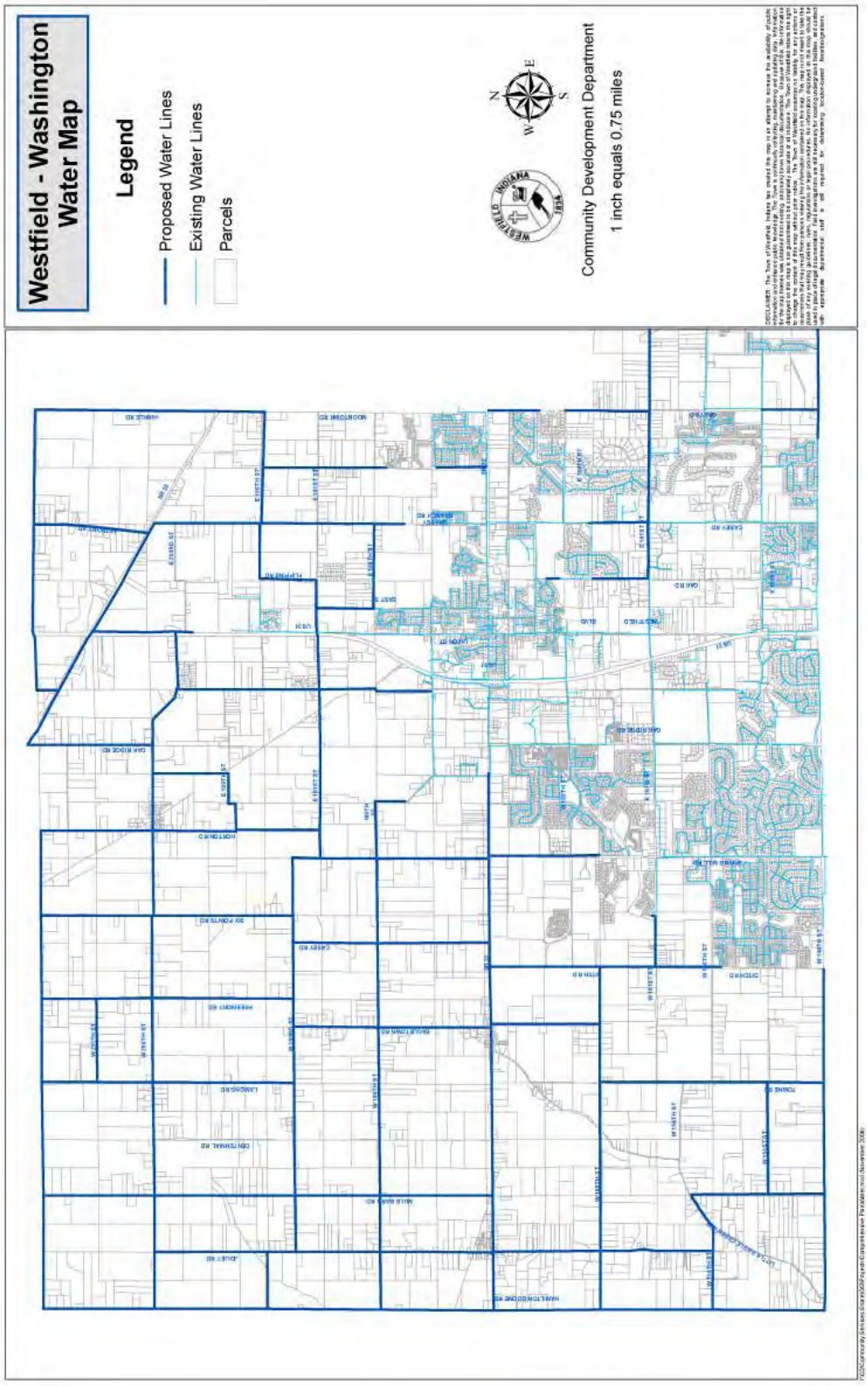
PARK AND TRAILS MAP



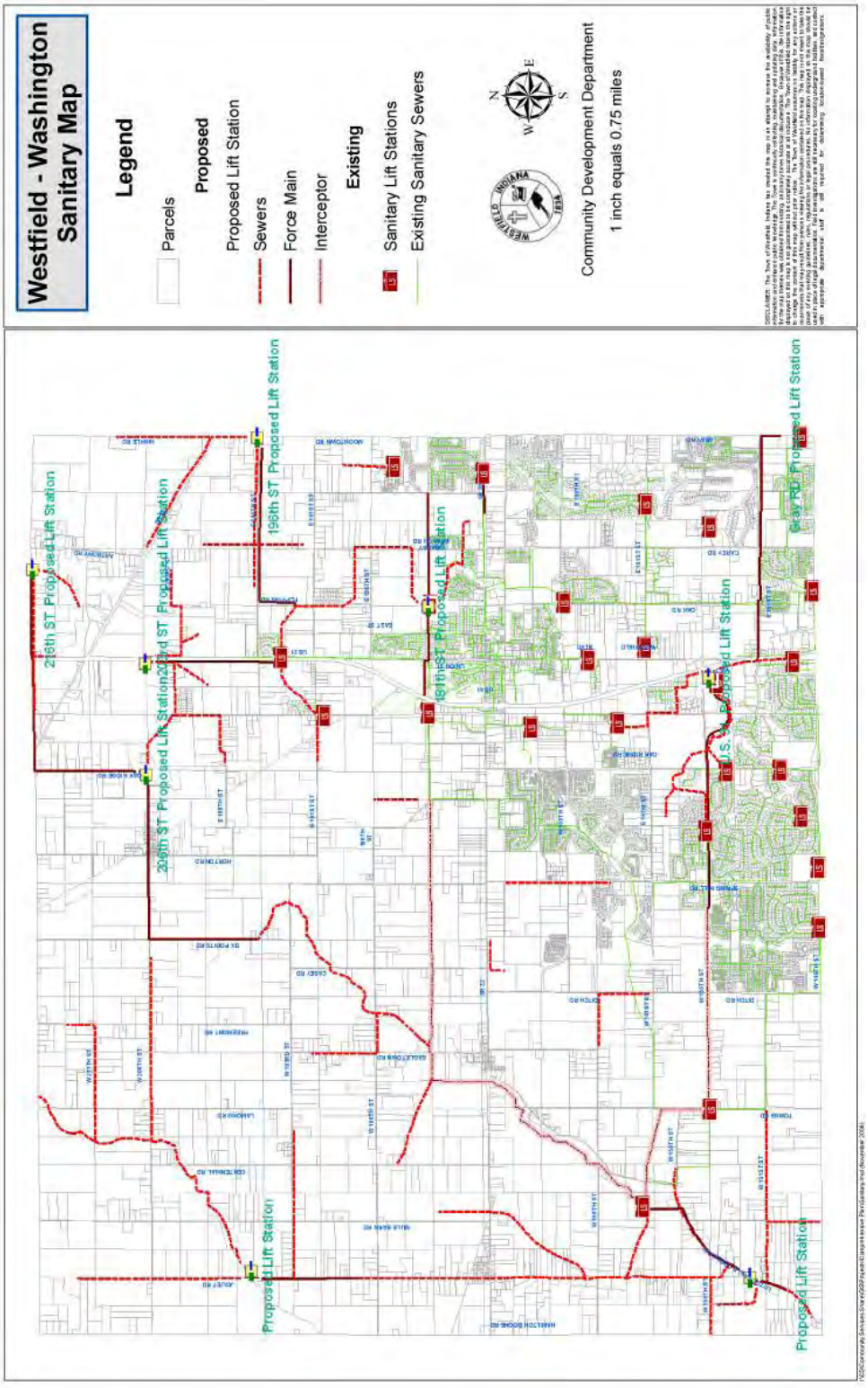
DEVELOPMENT CONSTRAINTS MAP



WATER MAP


Westfield - Washington Water Map
Legend
Proposed Water Lines
Existing Water Lines
Parcels
Community Development Department
1 inch equals 0.75 miles

SANITARY SEWER MAP



APPENDIX C – DEVELOPMENT TRENDS AND POPULATION PROJECTIONS

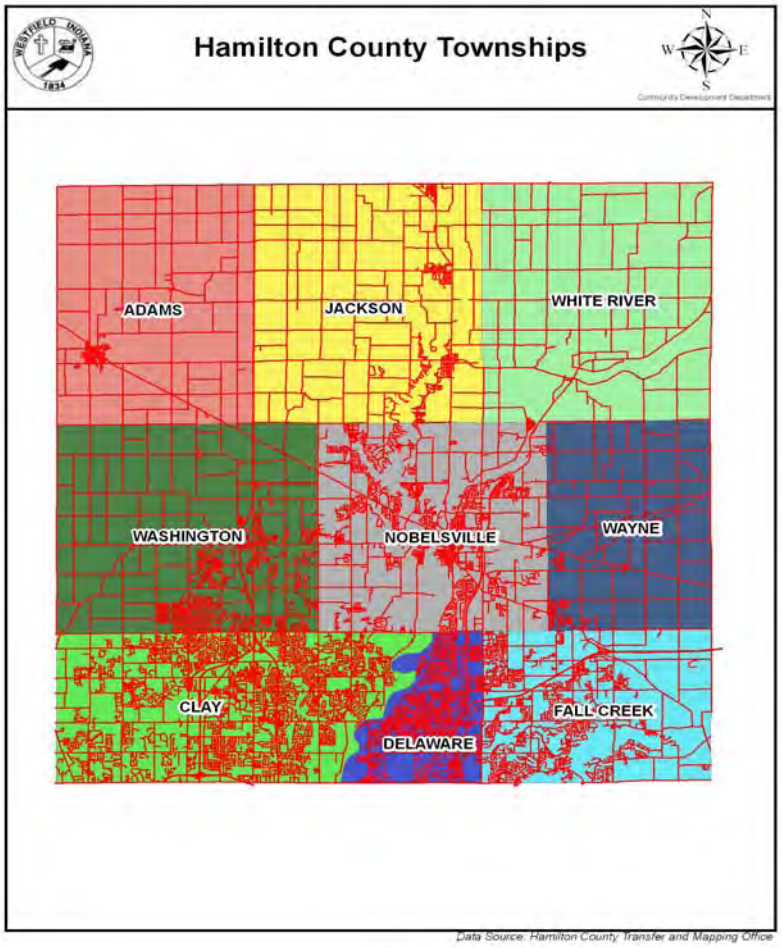
Introduction

When the Town of Westfield is making policy and long-range planning decisions, it is valuable to have an understanding of the current physical and demographic characteristics of the community. It is important to understand how the community arrived at its current state and to have a vision for the future. The purpose of this appendix is to provide an overview of the historical trends that impacted development and growth in the community, a snapshot of the current characteristics of the community, and a population projection tool that can be used as an aid in future decision-making. All background information can be found in *Exhibit 1* through *Exhibit 5* at the end of this appendix.

Development Trends

In terms of population growth, Hamilton County has been the fastest-growing county in the State of Indiana since 1990 – it also ranks among the fastest-growing counties in the United States. Washington Township, including but not limited to the Town of Westfield, has contributed to the County's overall growth and development (see *Figure 1*). From 1970 to 2000, Hamilton County experienced a 235% increase in population – Washington Township and the Town of Westfield experienced a 283% and 406% increase in population, respectively, during the same timeframe (see *Figure 2 – Figure 4* below).

Figure 1



Numerous factors have contributed to the consistent, rapid growth of Hamilton County communities over the past several decades. The Indianapolis metropolitan area has followed the national post-World War II trend of decentralization of people and businesses. After the War, many American cities and metro areas began to swell their boundaries

by developing and building into what were previously the rural areas. As a neighbor to the north of Indianapolis, Hamilton County experienced the effects of decentralization and suburbanization. Generally, Hamilton County's growth pressure began in the southern communities in Clay, Delaware, and Fall Creek Townships and moved northward. As Clay Township began to build out, Washington Township began to experience similar growth pressure. In the same way that the County as a whole has been developing from south to north, Washington Township has been following a similar growth pattern.

Population growth in Washington Township was steady from 1960 to 1990, averaging approximately a 36% growth rate per decade. During the 1990's, the Township's population nearly doubled, growing by approximately 98% (see *Figure 3*). Within Washington Township, the Town of Westfield experienced a similar growth pattern, averaging approximately a 40% growth rate per decade and nearly tripling in size during the 1990's, growing by approximately 181% (see *Figure 4*).

Figure 2

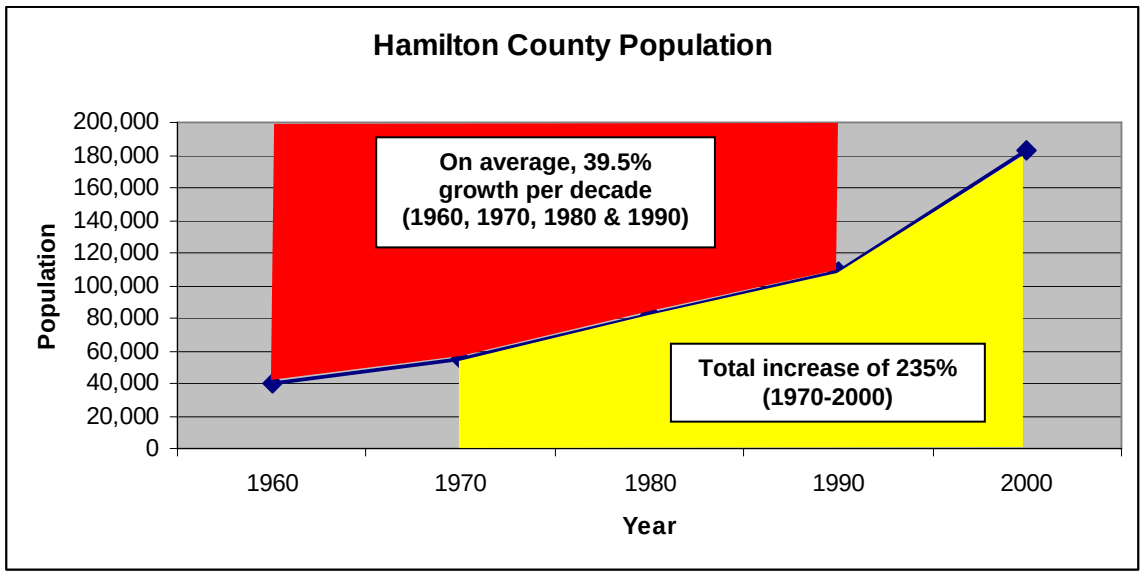


Figure 3

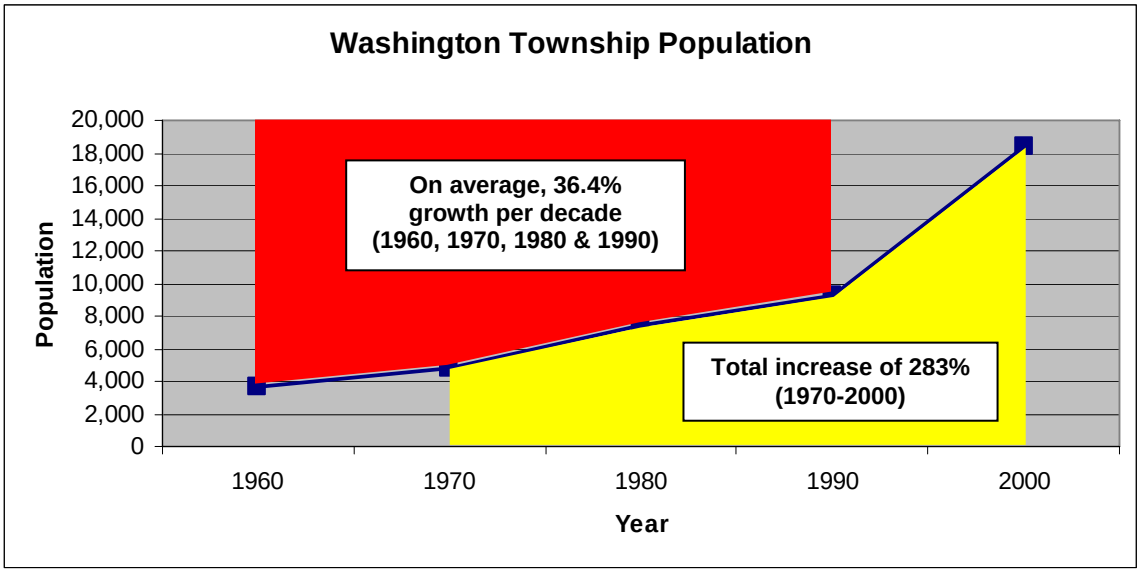
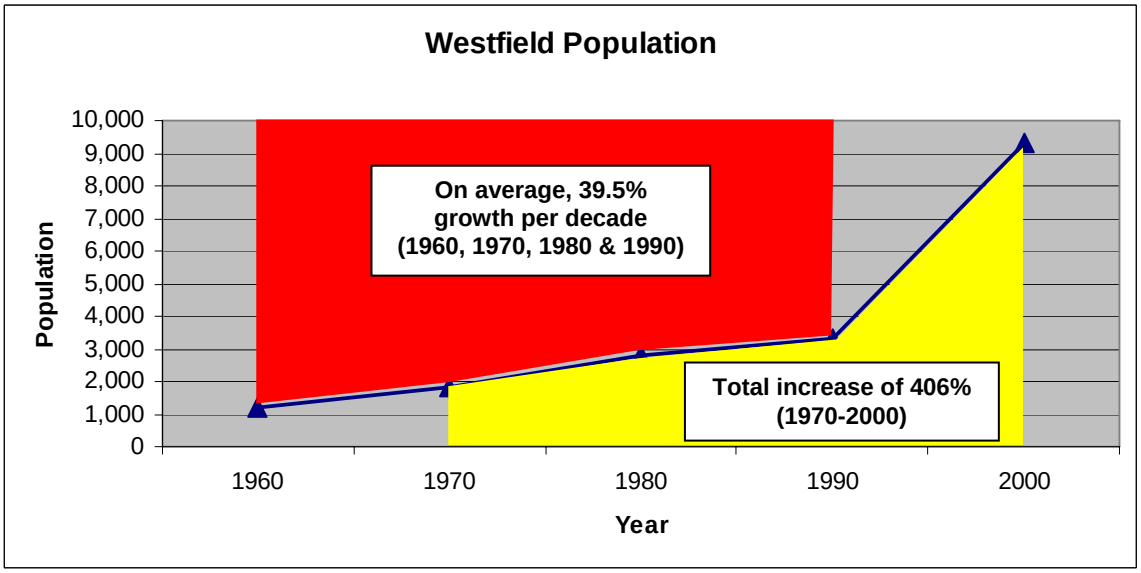


Figure 4



In 1990, the majority of the residents of Washington Township lived outside of the town limits of Westfield – nearly two out of every three people lived out of town. That phenomenon began to reverse over the next decade. During the population boom of the 1990's, Washington Township grew by 9,086 people. Of that new population, 5,989 lived within the Town of Westfield – approximately 66% (or 2/3) of the Township's new growth. In the year 2000, the Town of Westfield accounted for approximately 51% of the Township's total population.

During the 1990's, Westfield developed and built moderately-scaled and large-scaled residential subdivisions, which were primarily located south of State Highway 32 and east of Spring Mill

Road. The number of housing units in the Town increased approximately 175% from 1990 to 2000. During the same timeframe, the Town began to diversify its tax-base by building commercial and industrial centers along the United States Highway 31 and State Road 32 corridors. A regional commercial center was constructed on the south side of town, and a few industrial parks were built on the west side of town.

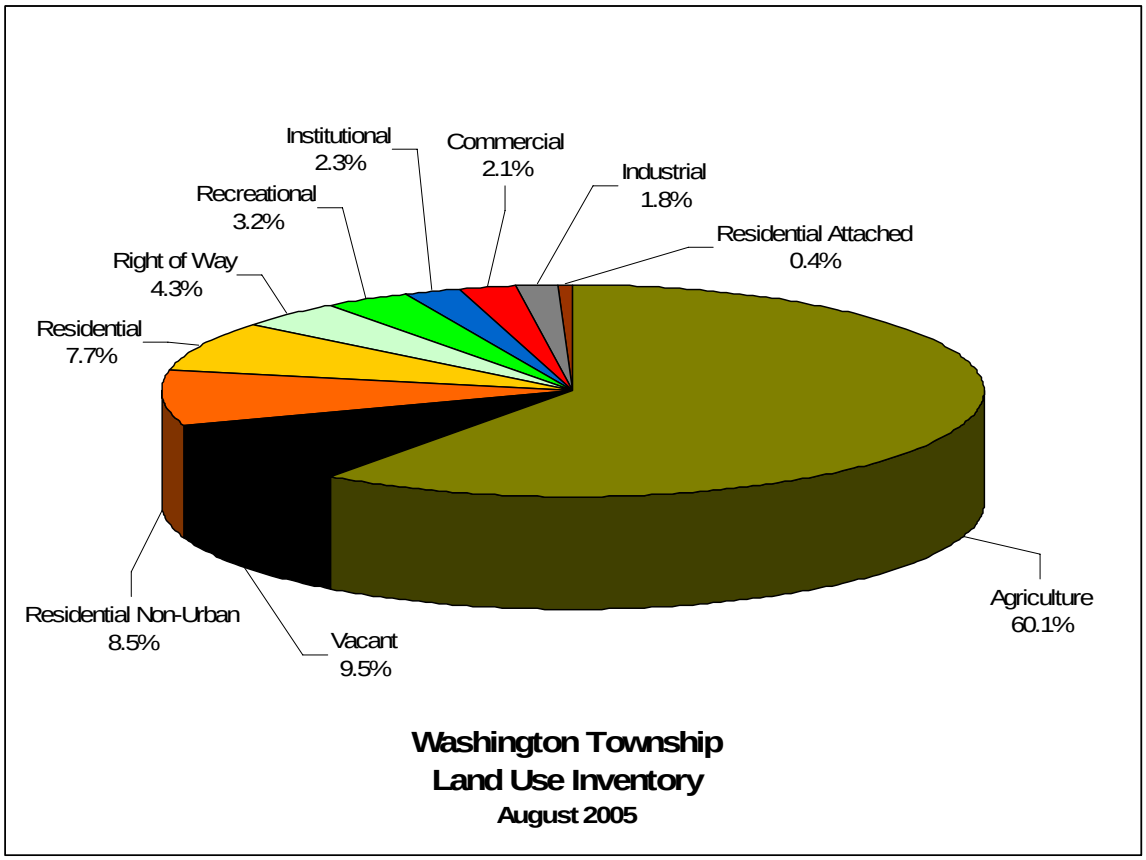
Growth and development continued to boom in the early 2000's. Since the year 2000, the Town's growth trend has been dominated by large, mixed-use developments, or Planned Unit Developments (PUDs). Primarily, the PUDs have been located in the northeast, southeast, and south-central areas of the Township. In terms of land usage, most PUDs were largely residential with a small percentage of the land reserved for non-residential uses. Many of the mixed-use projects included attached residential units, such as townhomes, condominiums, and four-family and two-family buildings.

Prior to 2000, the Town's growth-management policy did not require annexation, and new growth in the Township was not necessarily incorporated into Westfield's town limits. Developments received community services from both public and private providers. As a result, some large residential subdivisions were approved and constructed outside of the Town's corporate boundaries. However, since the policy direction for growth-management was defined in the 1999 Comprehensive Plan update, new development has occurred under the policy of contiguous growth at the Town's boundaries and subsequent annexation into the Town upon plan approval.

In 2005, the Town of Westfield annexed approximately nine square miles of the south-central and southwestern portions of Washington Township. The annexation encompassed several large, developed neighborhoods. As a result, a Special Census of the newly annexed area identified that the Town's population more than doubled.

The land use makeup of the Township, according to the August 2005 Land Use Inventory, identified approximately 60% of the township as active agricultural land (see *Figure 5*). Approximately 17% of the entire township was used for residential purposes (this includes 'Residential,' 'Residential Non Urban,' and 'Residential Attached'). Approximately 4% of the township was being used for commercial and industrial purposes. The August 2005 Land Use Inventory identified sections of PUDs that had been approved, but not yet constructed, as 'Vacant'. Once those developments are built and occupied, the residential, commercial, and industrial acreage in the Township will increase. In March 2007, the total approved acreage for all PUDs was approximately 13% of the entire township.

Figure 5



Population Projections

When looking at population projections, it is important to understand that no single method is infallible, and each model is framed by a unique set of assumptions. While no projection is completely accurate, the collective range created by the three models in this section will be used as a guide for decision-making in the Town of Westfield. It is not the intent that any single model be used individually, but rather that the three be used together as one tool that projects a range of future populations based on different assumptions.

This section includes three different population projection models for the future of Washington Township. While each model will generate a different projection, together the three models create a range for potential future population growth. For the purposes of these models, the base population of Washington Township at the 2000 U.S. Census (18,358 residents) was used as a starting point. The Township's population was used instead of the Town's population, because it was assumed that the entire township will remain under the Town's planning and zoning jurisdiction, and will ultimately become incorporated into the Town's corporate limits. The models in this section begin projecting from 2000 and end at 2030. The projections found in this section are based on historical, empirical data as well as assumptions based on historical trends. The remainder of this section will outline the methodologies and assumptions associated with each projection model used in this appendix.

Cohort-Component Model

The Cohort-Component Model considers growth based on fertility rates, mortality rates, and migration rates. For this projection model, 2000 Hamilton County birth and death data was collected and used to determine fertility and mortality rates for that year. An assumption was made that the same rates would be used in projecting future population counts for Washington Township. The number of births minus the number of deaths is called the "natural increase."

The migration rate was calculated by first determining the difference between the 2000 and 1990 population counts for Hamilton County – the difference was 73,804 people. This projection assumes that any population increase not related to the natural increase is part of the migration trend number. Therefore, the natural increase had to be calculated for the decade of the 1990's. In order to calculate the natural increase for the 1990's, an assumption was made to use the 2000 fertility and mortality rates and project them backwards in time. Once the natural increase was calculated for the decade, that figure was subtracted from the 73,804 difference in population from 1990 to 2000. The difference is equal to total migration in the ten-year timeframe. Once the total migration was calculated, a migration rate for the decade and an average annual migration rate could be calculated.

The growth projection calculates the natural increase plus migration. This model assumes the Hamilton County ratios for fertility, mortality, and migration onto Washington Township. As a component of the County, the Township's actual rates may be higher or lower than the County's as a whole. This model also assumes that the 2000 rates for fertility and mortality can be projected into the past and into the future. Generally, these rates are fairly consistent and do not vary much from year to year. Another assumption is that the migration rate in the future decades is the same as it was from 1990 to 2000. Migration trends are influenced by the local, regional, and national economies, transportation accessibility, and local development polices. Migration rates are likely to change. See *Figure 6* for projections.

Figure 6

COHORT-COMPONENT MODEL POPULATION PROJECTION	
Year	**Population**
2000	18,358
2005	22,058
2010	26,503
2015	31,843
2020	38,260
2025	45,971
2030	55,235

Linear Model

This model assumes a linear projection of the average growth rate over a specified timeframe. For this projection model, the average growth rate of Washington Township from 1960 to 2000 was calculated and projected for the next three decades. The average growth rate per decade was approximately 50% (approximately 2.5% annually, on average).

This model assumes that the average rate of growth during the previous four decades will continue over the next three decades. The rate of growth year-to-year can vary depending on market forces, land costs and availability, housing costs and availability, quality of life, accessibility to employment centers, accessibility to transportation systems, and other factors. See *Figure 7* for projections.

Figure 7

LINEAR MODEL POPULATION PROJECTION	
Year	**Population**
2000	18,358
2005	22,464
2010	27,490
2015	33,639
2020	41,163
2025	50,371
2030	61,638

Building Permits Model

The building permit projection model assumes a linear projection, using an average number of residential building permits issued annually over a specified timeframe and an average household size multiplier. For this projection model, 1,522 residents are added annually to the Township's population. The additional annual population increase was calculated by multiplying a six-year (2001-2006) average of 536 residential building permits per year in Washington Township by the year 2000 Persons-per-Household value in Washington Township of 2.84.

This model assumes that the average annual number of residential building permits will remain constant and that those new buildings will be occupied. It also assumes that the average household size will not change either. Both are likely to be fluid. The annual number of residential building permits could be higher or lower, depending on the housing market at the time. The Persons per Household value has been slightly decreasing over the past several decades, so it is possible for that trend to continue in the future. See *Figure 8* for projections.

Figure 8

BUILDING PERMIT MODEL POPULATION PROJECTION	
Year	**Population**
2000	18,358
2005	25,969
2010	33,580
2015	41,192
2020	48,803
2025	56,414
2030	64,025

Projection Summary

According to the three projection models used in this section, the population for Washington Township could range between 55,235 and 64,024 people in 2030 (see *Figure 9 and Figure 10*). The Cohort-Component Model yielded the lowest projections, and the Building Permits Model returned the highest projections. As previously mentioned, no single method is completely accurate and dependable. However, as a collective group, the population projections will serve as a tool in guiding future land use and growth policy decisions in the Town of Westfield.

Figure 9

WASHINGTON TOWNSHIP POPULATION PROJECTION SUMMARY			
Year	Cohort	Linear	Permits
2000	18,358	18,358	18,358
2005	22,058	22,464	25,969
2010	26,503	27,490	33,580
2015	31,843	33,639	41,192
2020	38,260	41,163	48,803
2025	45,971	50,371	56,414
2030	55,235	61,638	64,025

Figure 10

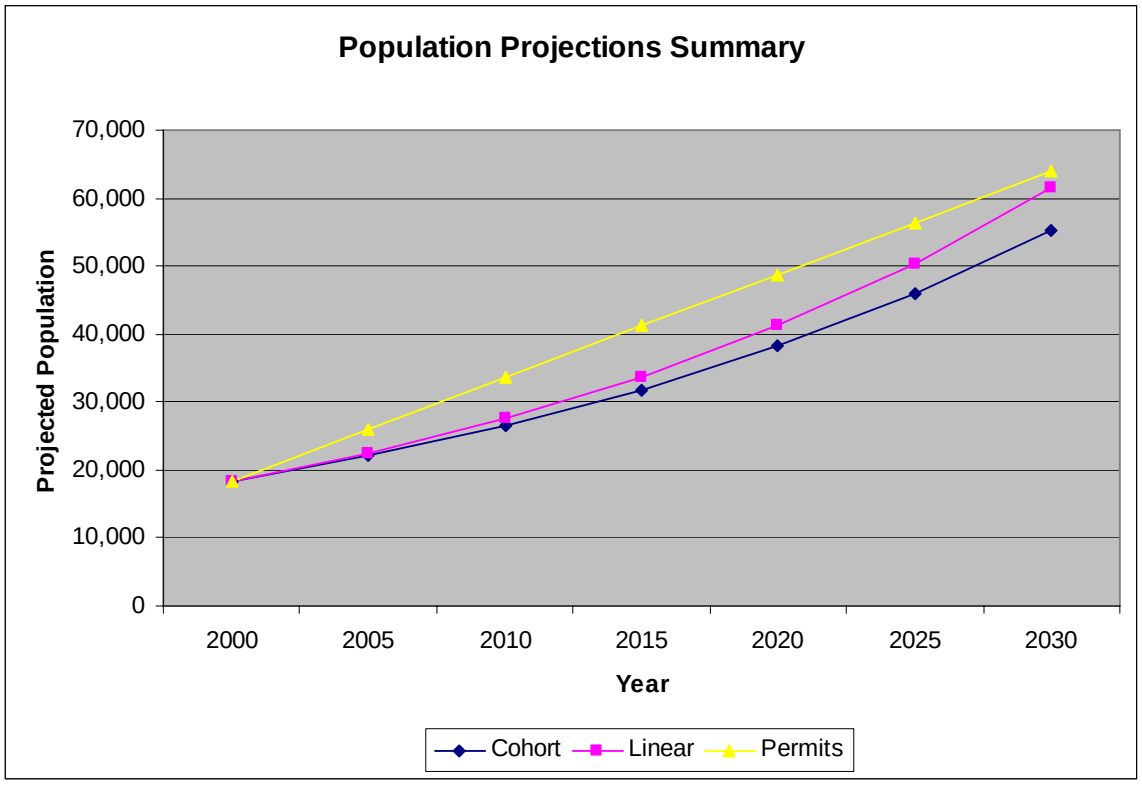


EXHIBIT 1

POPULATION AND HOUSING

	1960	1970			1980			1990			2000			Overall		
	Population	Population	Percent Change (1960-1970)	Growth Ratio (1960-1970)	Population	Percent Change (1970-1980)	Growth Ratio (1970-1980)	Population	Percent Change (1980-1990)	Growth Ratio (1980-1990)	Population	Percent Change (1990-2000)	Growth Ratio (1990-2000)	Percent Change (1970-2000)	Geometric Mean (1960-1990)	Geometric Mean (1960-2000)
Hamilton County																
Population	40,132	54,532	35.88%	1.3588	82,027	50.42%	1.5042	108,936	32.81%	1.3281	182,740	67.75%	1.6775	235.11%	1.3950	1.4608
Total Persons in Households		54,195			81,241	49.90%		106,022	32.96%		181,123	67.67%		234.21%		
Households		16,453			27,263	65.70%		38,834	42.44%		65,933	69.76%		300.74%		
Persons per Household		3.29			2.98	-9.42%		2.78	-6.71%		2.75	-1.08%		-16.41%		
Housing Units		17,321			29,071	67.84%		41,074	41.29%		69,478	69.15%		301.12%		
Washington Township																
Population	3,651	4,789	31.17%	1.3117	7,425	55.04%	1.5504	9,272	24.88%	1.2488	18,358	97.99%	1.9799	283.34%	1.3643	1.4975
Total Persons in Households		5,629			7,352	26.13%		9,232	25.57%		18,275	97.95%		213.52%		
Households		1,666			2,447	46.88%		3,255	33.02%		6,441	97.88%		286.51%		
Persons per Household		3.50			3.00	-14.29%		2.84	-5.33%		2.84	0.00%		-18.86%		
Housing Units		1,492			2,750	84.32%		3,406	23.85%		6,631	100.56%		357.84%		
Westfield																
Population	1,217	1,837	50.94%	1.5094	2,783	51.50%	1.5150	3,304	18.72%	1.1872	9,293	181.27%	2.8127	405.88%	1.3950	1.6192
Total Persons in Households		1,801			2,710	50.47%		3,264	20.44%		9,210	182.17%		411.36%		
Households		538			972	80.67%		1,254	29.01%		3,386	170.02%		529.37%		
Persons per Household		3.35			2.79	-16.72%		2.60	-6.81%		2.72	4.62%		-18.81%		
Housing Units		555			1,154	107.93%		1,312	13.69%		3,606	174.85%		549.73%		

Householders
Head of Household
Year-Round Housing Units

U.S. Census Definitions:
"**Household**" includes all the people who occupy a housing unit as their usual place of residency
"**Housing Unit**" is a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters.
Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.
For vacant units, the criteria of separateness and direct access are applied to the intended occupants whenever possible.

Source: U.S. Department of Commerce, U.S Census Bureau

EXHIBIT 2

WASHINGTON TOWNSHIP LAND USE INVENTORY		
August 2005		
Land Use	**Acres**	**Percent**
Agriculture	21,526	60.06%
Vacant	3,419	9.54%
Residential Non-Urban	3,031	8.46%
Residential	2,746	7.66%
Right of Way	1,557	4.34%
Recreational	1,160	3.24%
Institutional	830	2.32%
Commercial	769	2.15%
Industrial	647	1.81%
Residential Attached	155	0.43%
Total	**35,840**	**100%**
Residential Land Uses		
Residential	2,746	
Residential Non-Urban	3,031	
Residential Attached	155	
Subtotal	**5,932**	16.55%
PUDs -- March 2007		
PUDs	4,480	12.50%

Source: Westfield Community Development Department

EXHIBIT 3

COHORT-COMPONENT MODEL

HAMILTON COUNTY (2000)					
Age Cohorts	**Population**	**Births**	**Fertility Rate/1000**	**Deaths**	**Natural Increase**
Under 5 years	16,578				
5 to 9 years	16,704				
10 to 14 years	15,007	1	0.07		
15 to 19 years	11,297	109	9.65		
20 to 24 years	6,950	370	53.24		
25 to 34 years	27,801	2,085	75.00		
35 to 44 years	35,996	643	17.86		
45 to 54 years	25,476	2	0.47		
55 to 59 years	7,951				
60 to 64 years	5,321				
65 to 74 years	7,749				
75 to 84 years	4,484				
85 years and over	1,426				
Total	**182,740**	**3,210**	**156.29**	**926**	**2,284**
Percent of Total		*1.76%*		*0.51%*	

Sources: U.S. Department of Commerce, U.S Census Bureau (Population data) & Indiana Department of Health (Birth & Death data)

HAMILTON COUNTY MIGRATION (1990-2000)	
2000 Population	182,740
1990 Population	108,936
Difference	73,804
Natural Increase x 10 years	22,840
Migration/10 years	50,964
Avg. Migration/year	5,096
Migration rate/10 years	27.89%
Avg. Migration rate/year	2.49%

COHORT-COMPONENT MODEL POPULATION PROJECTION	
Assumptions	
HC Annual Fertility Rate (2000)	1.76%
HC Annual Mortality Rate (2000)	0.51%
HC Annual Migration Rate (1990-2000)	2.49%
Projections	
Year	**Population**
2000	18,358
2001	19,045
2002	19,757
2003	20,496
2004	21,262
2005	22,058
2006	22,882
2007	23,738
2008	24,626
2009	25,547
2010	26,503
2011	27,494
2012	28,522
2013	29,589
2014	30,695
2015	31,843
2016	33,034
2017	34,270
2018	35,551
2019	36,881
2020	38,260
2021	39,691
2022	41,176
2023	42,716
2024	44,313
2025	45,971
2026	47,690
2027	49,474
2028	51,324
2029	53,243
2030	55,235

EXHIBIT 4

LINEAR MODEL

LINEAR MODEL POPULATION PROJECTION	
Assumptions	
WT Average Growth Rate/Decade (1960-2000)	49.75%
WT Average Growth Rate/Year	4.12%
Projections	
Year	**Population**
2000	18,358
2001	19,114
2002	19,902
2003	20,722
2004	21,576
2005	22,464
2006	23,390
2007	24,354
2008	25,357
2009	26,402
2010	27,490
2011	28,622
2012	29,801
2013	31,029
2014	32,308
2015	33,639
2016	35,024
2017	36,468
2018	37,970
2019	39,534
2020	41,163
2021	42,859
2022	44,625
2023	46,463
2024	48,378
2025	50,371
2026	52,446
2027	54,607
2028	56,857
2029	59,199
2030	61,638

EXHIBIT 5

BUILDING PERMITS MODEL

WASHINGTON TOWNSHIP							
	2001	2002	2003	2004	2005	2006	Average
Residential Permits							
Single Family	616	580	519	458	479	407	510
Multi Family	30	28	14	14	42	27	26
Subtotal	**646**	**608**	**533**	**472**	**521**	**434**	**536**
Non-residential Permits							
Commercial	7	5	5	5	14	25	10
Indutrial	6	4	3	3	3	1	3
Subtotal	**13**	**9**	**8**	**8**	**17**	**26**	**14**
Total	**659**	**617**	**541**	**480**	**538**	**460**	**549**

Source: Westfield Community Development Department

BUILDING PERMITS MODEL POPULATION PROJECTION	
Assumptions	
Average Residential Permits per Year	536
WT Persons per Household (2000)	2.84
New Residents per Year	1,522
Projections	
Year	**Population**
2000	18,358
2001	19,880
2002	21,402
2003	22,925
2004	24,447
2005	25,969
2006	27,491
2007	29,014
2008	30,536
2009	32,058
2010	33,580
2011	35,103
2012	36,625
2013	38,147
2014	39,669
2015	41,192
2016	42,714
2017	44,236
2018	45,758
2019	47,281
2020	48,803
2021	50,325
2022	51,847
2023	53,370
2024	54,892
2025	56,414
2026	57,936
2027	59,458
2028	60,981
2029	62,503
2030	64,025

APPENDIX D – PARKS PLAN REFERENCE

WESTFIELD PARKS AND RECREATION MASTER PLAN

The Westfield Parks and Recreation Master Plan (the "Parks Master Plan") (Resolution 04-27, passed 09-13-04), and any amendments thereto, are hereby adopted by reference and incorporated herein as a part of this Comprehensive Plan (Resolution 07-06, passed 02-12-07).

Two (2) copies of the Parks Master Plan are on file in the Community Development Department's office, for use and examination by the public.

APPENDIX E – THOROUGHFARE PLAN REFERENCE

WESTFIELD THOROUGHFARE PLAN

The Westfield Thoroughfare Plan (the "Thoroughfare Plan") (Resolution 07-05, passed 02-12-07, amended on 04-09-07), and any amendments thereto, are hereby adopted by reference and incorporated herein as a part of this Comprehensive Plan (Resolution 07-06, passed 02-12-07).

Two (2) copies of the Thoroughfare Plan are on file in the Community Development Department's office, for use and examination by the public.